

2005 Major Update to the  
Boulder Valley Comprehensive Plan  
Approved December 2005

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# Introduction

Since 1970, the [city of Boulder](#) and [Boulder County](#) have jointly adopted a comprehensive plan that guides land use decisions in the Boulder Valley. The [Boulder Valley Comprehensive Plan](#) seeks to protect the natural environment of the Boulder Valley while fostering a livable, vibrant and sustainable community. The current plan was first adopted in 1977. Since its adoption, five major updates have been completed: 1982, 1990, 1995, 2000 and 2005.

The Boulder Valley Comprehensive Plan provides a general statement of the community's desires for future development and preservation of the Boulder Valley. The principle of sustainability drives the overall framework of the Boulder Valley Comprehensive Plan.

The planning area encompasses the Boulder Valley, which is generally defined as those areas bounded by the mountain backdrop on the west, 95th Street on the east, Davidson Mesa and the Coal Creek drainage on the southeast, the south county line on the south, Mineral Road on the northeast and Neva Road and Niwot Road on the north as delineated on the approved Area I, II, III Map.

(Map showing the planning area will be included.)

The core components of the Boulder Valley Comprehensive Plan are:

- The Boulder Valley Comprehensive Plan Policies guide decisions about growth, development, preservation, environmental protection, economic development, affordable housing, culture and the arts, neighborhood character and transportation. The policies also inform decisions about the manner in which services are provided, such as police, fire, emergency medical services, water utilities, flood control and human services.
- The Comprehensive Plan Land Use and Area I, II, III Maps define the desired land use pattern for the Boulder Valley regarding location, type and intensity of development.

## Boulder Planning History

Boulder enjoys a long history of community planning. Some key planning milestones include:

- In 1910, Frederick Law Olmsted, Jr. developed plans for parks and street improvements.
- In 1959, Boulder voters approved a 'blue line' charter amendment that limited water extensions above an elevation of 5,750 to preserve the mountain backdrop.
- In 1967, Boulder was the first city in the nation to institute a dedicated sales tax to purchase open space lands.
- In 1971, voters approved a 55-foot building height limit.
- In 1974, the city adopted the Historic Preservation Ordinance, which has been instrumental in preserving and encouraging rehabilitation of historic buildings and districts.
- In 1976, city voters instituted one of the nation's more restrictive residential growth-management ordinances.
- In 1977, the city and county approved an intergovernmental agreement and Boulder Valley Comprehensive Plan that concentrates urban development in the city and preserves the rural character of lands outside the city service area.
- In 1993, the Integrated Planning Project (IPP), a community visioning exercise, resulted in a

set of goals and action items.

- Also in 1993, the Area III Planning Project analyzed the future service area expansion and urban development potential of Area III that resulted in the creation of the Planning Area III – Rural Preservation Area and Area III – Planning Reserve designations.
- In 1995, the city adopted the North Boulder Subcommunity Plan. The plan provided a vision for an area with considerable development and redevelopment potential. Implementation of the plan included the creation of several new mixed use zone districts and the rezoning of the area.
- In 1997, the city reduced projected job growth through a combination of land purchases, rezoning, and floor area limitations in industrial zones.
- In 1999, the city adopted an Inclusionary Zoning Ordinance requiring 20 percent of all residential developments to be permanently affordable for low- and moderate-income households.
- In 2000, the city completed a major update to the comprehensive plan. The update focused on the growing imbalance between job growth and the availability of housing for those who work in Boulder. It resulted in policy changes and land use changes promoting additional housing and mixed use in appropriate locations.
- In 2002, the city's Jobs: Housing Project resulted in a list of action items aimed at increasing mixed use development that includes housing, increasing the overall amount of housing, preserving service commercial uses, and converting industrial uses to residential or mixed use in appropriate locations.
- In 2004, the city adopted the Gunbarrel Community Center Plan.

## **Plan Implementation**

Comprehensive planning for the Boulder Valley does not end with the adoption of the Boulder Valley Comprehensive Plan. Putting the vision into practice requires subsequent steps including zoning and regulatory changes. Land use designations provide a generalized picture of desired future uses in the Boulder Valley. The city's zoning code regulates every parcel of land in the city in terms of allowable uses, density, setbacks, height, requirements for affordable housing, solar access protection, etc. The county's zoning code regulates parcels within the Boulder Valley not annexed to the city.

Subcommunity and area plans bridge the gap between the broad policies of the Boulder Valley Comprehensive Plan and more detailed zoning, site-specific project review, and capital improvement programming decisions. The comprehensive plan provides overall direction for department master plans that address policies, priorities, service standards, system needs and funding for the delivery of specific services.

The city and county have been remarkably successful in working together to implement the vision set forth in the 1977 plan, most notably in channeling growth to the city's service area, preserving lands outside the urban growth boundary, keeping the community compact, intensifying the core area, providing for affordable housing, and improving alternative transportation modes.

Areas where additional efforts are still needed include addressing the imbalance between jobs and housing, increasing the availability of affordable housing, promoting appropriate redevelopment and good design, supporting economic vitality, and reducing traffic congestion by providing a balanced, multi-modal transportation system.

## **Boulder Today and Tomorrow**

In January 2004, the city of Boulder and its service area (Areas I and II) had a population of approximately 111,500 and employment of 101,100. Approximately 30,000 students attend the University of Colorado. Over the next 25 years, Boulder is projected to add about 6,000 housing units, 13,000 people and 24,000 jobs. Since there is little vacant land left in the city's service area, most of this growth will occur through redevelopment.

## **The 2005 Major Update**

Some key trends point to changing conditions in the community and provide important context for the 2005 major update.

1. *Boulder's changing role in the region.* In the 1960s and 1970s, the city of Boulder represented as much as one-half of the county's population, while by 2000 Boulder's share of the county population decreased to about one-third. Population growth in the county has resulted in new commercial and industrial development along the US 36 Corridor, in Longmont, and elsewhere in the county. The city's overall share of retail sales and jobs has changed as neighboring communities have developed retail and employment centers of their own.
2. *Changing demographics.* Boulder's population is aging and becoming more diverse. Boulder has a higher percentage of "baby boomers" than the state and the nation. Boulder's Latino population doubled from 1990 to 2000. Fourteen percent of Boulder's households, excluding students, have incomes below poverty level. This is higher than the national poverty rate of 12 percent.
3. *Growth through redevelopment.* There is little vacant land left within the city's urban growth boundary and therefore, most new development will occur primarily through redevelopment.

To respond to these trends and other concerns, five policy focus areas were identified for the 2005 major update: urban design, environmental sustainability, economic vitality, social equity and diversity, and regionalism. In addition, as part of the update, a [Transit Village Area Plan](#) is being prepared for the area around the planned regional transit facilities and the Twenty Ninth Street development to guide redevelopment, land use, transportation improvements and zoning changes in this area of the city.

# **I. Boulder Valley Comprehensive Plan Policies**

## **1. General Policies**

*The Boulder Valley Comprehensive Plan is a joint plan between the city of Boulder and Boulder County that provides shared responsibility for planning and development in the Boulder Valley. The general policies section of the plan provides the overall planning framework for sustainability, intergovernmental cooperation, growth management and annexation.*

Boulder has a long tradition of community planning. Most of the key policies that have guided the development pattern in the Boulder Valley have not changed since the 1977 Boulder Valley Comprehensive Plan was first adopted, and many of them stem from long-standing community values. Boulder's planning has focused on respecting our unique community identity and sense of place, city-county cooperation, and keeping Boulder a distinct, separate and compact community. They represent a clear, articulate vision of our desired development pattern including:

- Recognition of sustainability as a unifying goal to secure Boulder's future economic, ecological and social health.
- Commitment to open space preservation and the use of open space buffers to define the community.
- Use of urban growth boundaries to maintain a compact city (the boundaries of the service area have remained virtually unchanged since first developed in 1977).
- Encouragement of compact, contiguous development and a preference for infill land redevelopment as opposed to sprawl.
- Provision of quality urban spaces, parks and recreation that serve all sectors of the community and trails and walkways that connect the community.
- Commitment to preservation of natural, cultural and historic features that contribute to defining the unique sense of place in Boulder.
- Commitment to programs that support respect for human dignity, human rights and the inclusion of all residents in community and civic life.
- Recognition of the importance of a central area (Downtown, University of Colorado, the Boulder Valley Regional Center) as a regional service center of the Boulder Valley and a variety of subcommunity and neighborhood activity centers distributed throughout the community.
- Recognition of the importance of the Federal Scientific Laboratories (NOAA, NIST, NCAR), the University of Colorado, and the private scientific and technology community that contributes to the economic vitality of Boulder.
- Commitment to a diversity of housing types and price ranges to meet the needs of the Boulder Valley population.
- Commitment to a balanced multi-modal transportation system.

# Sustainability

## **1.01 Community Sustainability.**

The city and county adopt the sustainability principles in policies 1.01-1.05 to interpret and guide implementation of the Boulder Valley Comprehensive Plan.-

The city and county recognize:

- a) the critical interrelationships among economic, social and environmental health;
- b) the way we produce, trade and consume impacts our ability to sustain natural resources;
- c) social and cultural equity and diversity creates valuable human capital that contributes to the economy and environmental sustainability;
- d) planned physical development has an impact on social conditions and should be considered in community planning; and
- e) the quality of environmental, economic and social health is built upon the full engagement and involvement of the community.

The city and county seek to maintain and enhance the livability, health and vitality of the Boulder Valley and the natural systems of which it is a part, now and in the long-term future.

The city and county seek to preserve choices for future generations and to anticipate and adapt to changing community needs and external influences.

## **1.02 Principles of Environmental Sustainability.**

There are limits to the capacity of the biosphere to support the life of human beings at current levels of consumption and pollution. There are limits to the land and soil available for food production, to available water, to resources such as trees, fish and wildlife, to industrial resources like oil and metals, and to the ability of nature to absorb our waste.

With this in mind, the city and county acknowledge the importance of natural capital, which can be kept at healthy levels for the long term only when we are able to do the following:

- a) Renewable resources should not be used faster than they are recharged or replenished by the environment.
- b) Non-renewable resources should be used with the greatest care and efficiency, and some of those should be used to develop renewable replacements.
- c) Waste should not be dumped into nature any faster than nature can absorb it.

## **1.03 Principles of Economic Sustainability.**

- a) The city and county will encourage a viable and balanced economic structure and employment base within the parameters of established land use, environmental and growth policies.
- b) The city and county recognize that a healthy, adaptable local economy is vital to the community's ability to provide a highly desirable quality of life, high levels of services and amenities.

- c) The city and county will promote a diverse and sustainable economy that supports the needs of all community members.
- d) The city and county will seek to ensure that current needs are met without compromising the ability of future generations to meet their needs, for the economy is a subsystem of the environment and depends upon the environment both as a source of raw material inputs and as a sink for waste outputs.

#### **1.04 Principles of Social Sustainability.**

The city and county will promote a healthy, sustainable community by:

- a) Recognizing, respecting and valuing cultural and social diversity.
- b) Recognizing that social and cultural inequities create environmental and economic instability.
- c) Ensuring the basic health and safety needs of all residents are met.
- d) Providing infrastructure that will encourage culturally and socially diverse communities to both prosper within and connect to the larger community.

#### **1.05 Community Engagement.-**

The city and county recognize that the quality of environmental, economic and social health is built upon full involvement of the community. The city and county will recognize the rights of and encourage all community members to play a role in governmental decisions, especially those that affect their lives or property, through continual efforts to maintain and improve public communication and the open conduct of business. In addition, the city and county will continue to support programs and provide opportunities for public participation and neighborhood involvement. Efforts will be made to remove barriers to participation and involve community members not usually engaged in civic life. Increased emphasis will be placed on notification and engagement of the public in decisions involving large development proposals or major land use decisions that may have significant impact on, or benefits to the community.

#### **1.06 Indicators of Sustainability.**

The city and county will establish indicators of sustainability specific to the Boulder Valley. The choice of indicators will be based on their ability to provide feedback that will support and strengthen efforts taken to move the community to sustainability in a reasonable period of time.

#### **1.07 Leadership in Sustainability.**

The city and county will apply the principles of sustainability to their actions and decisions. The city and county will act as community leaders and stewards of our resources, serving as a role model for others and striving to create a sustainable community that lives conscientiously as part of the planet and ecosystems we inhabit and that are influenced by our actions. Through their master plans, regulations, policies and programs, the city and county will strive to create a healthy, vibrant and sustainable community for future generations.

#### **1.08 Consideration of Environmental, Economic and Social Impacts.**

The city and the county will consider social, economic and environmental impacts in the legislative decision-making process.

## Plan Time Frame and Updates

### **1.09 Planning Time Frame.**

The time horizon for the plan is approximately 15 years. This has been determined to be a reasonable length of time for which to plan and was arrived at after weighing a combination of facts and policy considerations: land use and land use projections, service area projections, the capacity of the city to fund capital improvements, the growth rate, and the desires of the community in regard to accommodating growth. Each five-year review of the plan extends the planning period approximately five years.

In addition, growth projections to the year 2030 will be used to evaluate long-term trends, analyze problems and opportunities that could occur during this period, project long-term infrastructure needs, and coordinate Boulder Valley growth projections with regional and county-wide projections. The city and county recognize that some issues require consideration of impacts over a longer time period, and when appropriate, the plan may analyze trends and impacts over longer time periods.

### **1.10 Plan Update.**

The comprehensive plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires.

## Intergovernmental Cooperation

### **1.11 Regional and Statewide Cooperation.**

Many of the most significant problems and opportunities faced by Boulder and other jurisdictions, particularly providing affordable housing, addressing the jobs-housing imbalance, creating a healthy economy, improving regional transportation, protecting the environment, managing open space, delivering human services and managing growth can only be dealt with effectively through regional or statewide cooperation and solutions. Therefore, the city and county will actively pursue cooperative planning opportunities, broader information exchange and communication, collaborative initiatives and closer cooperation with each other and with other entities in the region and state, including other cities, counties, unincorporated communities, the University of Colorado, the school districts, regional organizations and other policy-making bodies. These entities will be encouraged to identify and address issues of shared concern for which a multi-jurisdictional perspective can best achieve mutually beneficial solutions.

### **1.12 Policy Assessment.**

The city and county will assess and be responsive to the external effects of their policies on other entities and jurisdictions. The consequences and tradeoffs of policies will be considered before making decisions on them.

### **1.13 Collaboration in Service Delivery.**

The city and county will support consolidation and collaboration among service providers to reduce duplication of efforts, maximize economic and resource efficiencies and provide the public with reliable and equitable levels of service.

**1.14 Agricultural Sustainability.**

The city and county will promote a viable agricultural economy for the Boulder Valley and beyond by working together and with the agricultural community.

**1.15 Intergovernmental Agreements.**

The city and county may enter into intergovernmental agreements with other municipalities and agencies when appropriate to foster intergovernmental planning and cooperation.

**1.16 Compliance with Land Use Regulations.**

With regard to public facilities owned and operated in the other's jurisdiction, the city and county will respect and abide by existing land use regulations insofar as reasonably practicable.

## Growth Management

**1.17 City's Role in Managing Growth and Development.**

In order to achieve community goals and policies, the city will implement growth management tools that control the scale, location, type, intensity and timing of new development and redevelopment. Where appropriate, the county will work with the city in developing and implementing growth management tools.

**1.18 Adapting to Limits on Physical Expansion.**

As the community expands to its planned physical boundaries, the city and county will increasingly emphasize preservation and enhancement of the physical, social and economic assets of the community. Cooperative efforts and resources will be focused on maintaining and improving the quality of life within defined physical boundaries, with only limited expansion of the city.

**1.19 Growth Projections.**

In order to ensure that past and projected growth impacts can be better mitigated or avoided, and to maintain a desirable community size, the city will set projections for population and employment for the year 2030. Projected growth will be limited unless sufficient progress is made in reducing the cumulative negative growth impacts to an acceptable level and other significant community benefits can be achieved.

**1.20 Growth Requirements.**

The overall effect of urban growth must add significant value to the community, improving quality of life. The city will require development and redevelopment as a whole to provide significant community benefits and to maintain or improve environmental quality as a precondition for further housing and community growth.

**1.21 Jobs:Housing Balance.**

Boulder is a major employment center, with more jobs than housing for people who work here. This has resulted in both positive and negative impacts including economic prosperity, significant in-commuting, and high demand on existing housing. The city will continue to be a major employment center and will seek opportunities to improve

the balance of jobs and housing while maintaining a healthy economy. This will be accomplished by encouraging new mixed use neighborhoods in areas close to where people work, encouraging transit-oriented development in appropriate locations, preserving service commercial uses, converting industrial uses to residential uses in appropriate locations, and mitigating the impacts of traffic congestion.

## Framework for Annexation and Urban Service Provision

### **1.22 Definition of Comprehensive Planning Areas I, II and III.**

The Boulder Valley Planning Area is divided into three major areas.

Area I is that area within the city of Boulder, which has adequate urban facilities and services and is expected to continue to accommodate urban development.

Area II is the area now under county jurisdiction, where annexation to the city can be considered consistent with Policies 1.18, 1.20, & 1.27. New urban development may only occur coincident with the availability of adequate facilities and services and not otherwise. Departmental master plans project the provision of services to this area within the planning period. Area IIA is the area of immediate focus within the first three years, and Area IIB is available to accommodate development within the balance of the planning period.

Area III is the remaining area in the Boulder Valley, generally under county jurisdiction. Area III is divided into the Area III-Rural Preservation Area, where the city and county intend to preserve existing rural land uses and character and the Area III-Planning Reserve Area, where the city and county intend to maintain the option of future Service Area expansion. (See Area I, II, III Map and Policy 2.10 Delineation of Rural Lands.)

### **1.23 Preclusion of New Incorporated Places.**

The city and county will oppose the establishment of new incorporated communities within the Boulder Valley.

### **1.24 Definition of New Urban Development.**

It is intended that 'new urban development,' including development within the city, not occur until and unless adequate urban facilities and services are available to serve the development as set out in Section D Urban Service Criteria and Standards. 'New urban development' is defined to include:

- a) All new residential, commercial and industrial development and redevelopment within the city; or
- b) Any proposed development within Area II subject to a county discretionary review process before the Board of County Commissioners, provided the county determines that the proposed development is inconsistent with the land use projections, maps or policies of the Boulder Valley Comprehensive Plan in effect at that time.

**1.25 Over-Intensive Rural Development.**

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character are to be maintained and preserved. A variety of land use activities are permitted by county zoning pursuant to examination through one or more of the review processes enumerated in the Boulder County Land Use Code. A preliminary analysis may conclude that an otherwise permitted land use proposal would have an impact of urban intensity and thus be considered an over-intensive rural development. Criteria to be examined in making an over-intensive determination may include, but are not limited to traffic, structure size, number of users, hours of operation, outside lighting, water needs and wastewater flows, impacts extending outside of the property boundaries, compatibility with surrounding land uses, and the availability or lack of other more appropriate sites for the proposed activity. Any application for a land use that triggers an over-intensive rural development analysis will be referred to the city of Boulder for comment.

**1.26 City Service Provision/Location of Urban Facilities.**

The city is an adequate provider of facilities and services. These facilities and services will continue to be supplied to Area I, and the city will make them available to Area II within the planning period pursuant to the city's annexation policies and Capital Improvements Program. Due to size, location and other unique requirements, some city facilities that do not require the full range of urban services will be located in Areas II and III, subject to county review. (See Policy 3.02 Definition of Adequate Urban Facilities and Services.)

**1.27 Annexation.**

The policies in regard to annexation to be pursued by the city are:

- a) Annexation will be required before adequate facilities and services are furnished.
- b) The city will actively pursue annexation of county enclaves, Area II properties along the western boundary, and other fully developed Area II properties. County enclave means an unincorporated area of land entirely contained within the outer boundary of the city. Terms of annexation will be based on the amount of development potential as described in (c), (d), and (e) of this policy. Applications made to the county for development of enclaves and Area II lands in lieu of annexation will be referred to the city for review and comment. The county will attach great weight to the city's response and may require that the landowner conform to one or more of the city's development standards so that any future annexation into the city will be consistent and compatible with the city's requirements.
- c) Annexation of existing substantially developed areas will be offered in a manner and on terms and conditions that respect existing lifestyles and densities. The city will expect these areas to be brought to city standards only where necessary to protect the health and safety of the residents of the subject area or of the city. The city, in developing annexation plans of reasonable cost, may phase new facilities and services. The county, which now has jurisdiction over these areas, will be a supportive partner with the city in annexation efforts to the extent the county supports the terms and conditions being proposed.
- d) In order to reduce the negative impacts of new development in the Boulder Valley, the city will annex Area II land with significant development or redevelopment

potential only if the annexation provides a special opportunity or benefit to the city. For annexation considerations, emphasis will be given to the benefits achieved from the creation of permanently affordable housing. Provision of the following may also be considered a special opportunity or benefit: receiving sites for transferable development rights (TDRs), reduction of future employment projections, land and/or facilities for public purposes over and above that required by the city's land use regulations, environmental preservation, or other amenities determined by the city to be a special opportunity or benefit. Parcels that are proposed for annexation that are already developed and which are seeking no greater density or building size would not be required to assume and provide that same level of community benefit as vacant parcels unless and until such time as an application for greater development is submitted.

- e) Annexation of substantially developed properties that allows for some additional residential units or commercial square footage will be required to demonstrate community benefit commensurate with their impacts. Further, annexations that resolve an issue of public health without creating additional development impacts should be encouraged.
- f) There will be no annexation of areas outside the boundaries of the Boulder Valley Planning Area, with the possible exception of annexation of acquired open space.
- g) Publicly owned property located in Area III and intended to remain in Area III may be annexed to the city if the property requires less than a full range of urban services or requires inclusion under city jurisdiction for health, welfare and safety reasons.
- h) The Gunbarrel Subcommunity is unique because the majority of residents live in the unincorporated area and because of the shared jurisdiction for planning and service provision among the county, the city, the Gunbarrel Public Improvement District and other special districts. Although interest in voluntary annexation has been limited, the city and county continue to support the eventual annexation of Gunbarrel. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

#### **1.28 Consistency of Land Use Regulations with the Comprehensive Plan.**

The city and county will periodically analyze and evaluate existing land use regulations, zoning and processes, and considering the rights of affected property owners, will make changes required to bring said regulations into compliance with the comprehensive plan.

#### **1.29 Assimilation of Special District Facilities and Services.**

Where the provider(s) of the facilities and services is (are) other than the city, the county and the city will take all reasonable and legal steps to facilitate assimilation of facilities and services by the city upon annexation.

#### **1.30 Plan Integration.**

A variety of community plans exist to guide day-to-day decision making. The city is committed to achieving a high level of coordination and integration in development and implementation of the Boulder Valley Comprehensive Plan, subcommunity plans, area plans and functional master plans.

## 2. Community Design

*The comprehensive plan promotes an urban development pattern that is compact and efficient and that permits the most effective and cost-efficient provision of city facilities and services. Such a development pattern enhances the livability of the community for its residents by increasing accessibility to employment, recreation, shopping and other amenities and by reducing auto travel and air pollution. From an urban design perspective, it provides a strong image of Boulder as a separate community. Meeting the evolving needs of the community through redevelopment when sensitive to the character of existing neighborhoods is encouraged as a means of maintaining a compact community.*

### Four Elements That Define Boulder's City Structure

Boulder's distinctive 'sense of place' and compact size did not happen by accident. Rather, it has taken many creative public policies and pragmatic planning decisions over many years to produce and preserve Boulder's unique character and physical beauty while allowing it to mature into a quality city. Four elements that define Boulder's city structure and contribute to its unique sense of place are illustrated on the diagram on the next page. They are:

**1. Boulder's Natural Setting and Open Space Defines Boulder's Size and Shape.**

Perhaps the two most important factors that shape the city of Boulder are its mountain backdrop and surrounding open space. These natural features form a clearly-defined edge that separates the built city from the open countryside.

**2. Activity Centers Define Areas of High Activity and Intensity.**

The second element that sets Boulder apart is the form and distribution of its commercial and entertainment areas. Rather than being spread out along major streets in strip centers or shopping malls, they are focused in concentrated nodes of activities at a variety of scales distributed throughout the community.

At the highest level of intensity are the city's three regional centers. They form a triangle at Boulder's geographic center: the Historic Downtown, the Boulder Valley Regional Center (BVRC), and the University of Colorado (CU) with the University Hill business district. The University Hill Business District also serves as a neighborhood center for the surrounding neighborhood. Each of these centers has a distinct function and character (described in the Central Area Plans and Programs section). They all provide a wide range of activities and draw from the entire city as well as the region.

Subcommunity and neighborhood centers form a second tier of centers that focus retail and service activities at locations that are easily accessible to surrounding residential neighborhoods and form focal points within or adjacent to established residential neighborhoods. These centers are neighborhood gathering areas and provide goods and services for the day-to-day needs of residents in nearby neighborhoods.

### **3. Individual Character Defines the Quality of Boulder's Centers and Residential Neighborhoods.**

A third element of Boulder's city structure is the individual character and distinct qualities of its centers and established residential neighborhoods. Historic character defines some areas, others are defined by their physical size or intensity of activity, and others by their ability to serve special functions such as industry.

### **4. Boulder's 'Mobility Grid' Defines Important Intersections and Corridors.**

Finally, Boulder's 'mobility grid,' the system of roadways, transit corridors, bikeways, and paths, ties the city together and creates a lacework of movement within which regional centers, neighborhood centers, and residential areas are located. Major transit corridors connect the city to the region; primary streets, high frequency transit corridors, and major bikeways connect the city within itself; and trails and paths connect the city to its natural surroundings.

The community design policies strive to ensure a balance between the community goal of a compact community and the goal of preserving or enhancing neighborhood character. Through policies on activity centers, mixed use development, and trail corridors and linkages, this section integrates the desire for economic vitality, alternative transportation links between uses and enhanced quality of life.

## **Community Identity/Land Use Pattern**

### **2.01 Unique Community Identity.**

The unique and powerful community identity and sense of place that is recognized by the residents of the Boulder Valley and characterized by its setting and history will be respected by policy decision makers.

### **2.02 Physical Separation of Communities.**

The city and county will strive to maintain and enhance an open land buffer that separates development in the Boulder Valley from surrounding communities and contributes to a distinct community identity for the city.

### **2.03 Community/Regional Design.**

The city and county support improved design of individual urban areas, rural areas and the region through policies and practices such as clear urban boundaries, open land buffers separating compact communities, vital activity centers, preservation of critical natural areas and vistas, appropriate connection of trail systems, efficient multi-modal travel corridors, a balanced distribution of housing and job opportunities, provision of diverse housing, and conservation of physical and social resources.

### **2.04 Compact Land Use Pattern.**

The city and county will, by implementing the comprehensive plan, ensure that development will take place in an orderly fashion, take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development within the Boulder Valley. The city prefers redevelopment and infill as

compared to development in an expanded service area in order to prevent urban sprawl and create a compact community.

**2.05 Open Space Preservation.**

The city and county will preserve lands with open space values as permanent open space by purchasing or accepting donations of fee simple interests, conservation easements or development rights and other measures as appropriate and financially feasible. Open space values include use of land for urban shaping and preservation of natural areas, environmental and cultural resources, critical ecosystems, water resources, agricultural land, scenic vistas and land for passive recreational use.

**2.06 Design of Community Edges.**

Well defined edges for the city's boundaries are important because they support an understanding and appreciation of the city's image and create a clear sense of arrival and departure. Natural features are most effective as edges, but public open land, major roadways or heavy tree planting can also function as community edges. As new areas are developed, the definition of a community edge will be a design priority.

**2.07 Design of Major Entryways.**

Major entryways into the Boulder Valley will be identified, protected and enhanced in order to emphasize and preserve the natural setting and appearance of the community. Future strip commercial development will be discouraged.

## **Rural Lands Preservation**

**2.08 Preservation of Rural Areas and Amenities.**

The city and county will attempt to preserve existing rural land use and character in and adjacent to the Boulder Valley where environmentally sensitive areas, hazard areas, agriculturally significant lands, vistas, significant historic resources, and established rural residential areas exist. A clear boundary between urban and rural areas at the periphery of the city will be maintained, where possible. Existing tools and programs for rural preservation will be strengthened and new tools and programs will be put in place.

**2.09 Agricultural Land.**

The city and county will encourage the preservation and sustainable use of agricultural lands as a current and renewable source of both food and fuel and for their contribution to cultural, environmental and economic diversity. The city and county will encourage the protection of significant agricultural areas and related water supplies and facilities, including the historic and existing ditch systems, through a variety of means, which may include public acquisition, land use planning, and sale or lease of water for agricultural use. (See Policy 5.13 Role of Agriculture.)

**2.10 Delineation of Rural Lands.**

Area III consists of the rural lands in the Boulder Valley, outside the Boulder Service Area. The Boulder Service Area includes urban lands in the city and lands planned for future annexation and urban service provision. Within Area III, land is placed within

one of two classifications: the Area III-Rural Preservation Area (RPA) or the Area III-Planning Reserve Area (PRA). The boundaries of these two areas are shown on the Area III-Rural Preservation Area and Area I, II, III Map. The more specific Area III land use designations on the comprehensive plan map indicate the type of non-urban land use that is desired as well as recognize those county developments that have or can still develop at other than rural densities and uses. The Area III-Rural Preservation Area is intended to show the desired long-term rural land use; the Area III-Planning Reserve Area is an interim classification until it is decided whether or not this land should be placed in the Area III-Rural Preservation Area or in the Service Area.

a) **Area III-Rural Preservation Area.**

The Area III-Rural Preservation Area is that portion of Area III where rural land uses and character will be preserved through existing and new rural land use preservation techniques and no new urban development will be allowed during the planning period. Rural land uses to be preserved to the greatest possible extent include: rural town sites (Eldorado Springs, Marshall and Valmont); existing county rural residential subdivisions (primarily along Eldorado Springs Drive, on Davidson Mesa west of Louisville, adjacent to Gunbarrel, and in proximity to Boulder Reservoir); city and county acquired open space and parkland; sensitive environmental areas and hazard areas that are unsuitable for urban development; significant agricultural lands; and lands that are unsuitable for urban development because of a high cost of extending urban services or scattered locations, which are not conducive to maintaining a compact community.

b) **Area III-Planning Reserve Area.**

The Area III-Planning Reserve Area (PRA) is that portion of Area III with rural land uses where the city intends to maintain the option of limited Service Area expansion. The Area III-Planning Reserve Area classification maintains both rural preservation and urban development options until the city and county decide the ultimate desired land use. The location and characteristics of this land make it potentially suitable for new urban development, based on the apparent lack of sensitive environmental areas, hazard areas, and significant agricultural lands, the feasibility of efficient urban service extension, and contiguity to the existing Service Area, which maintains a compact community.

## **2.11 Rural Density Transfer.**

The city and county will jointly determine criteria and areas for transfer of development rights (TDRs) within or in proximity to the Boulder Valley, in order to secure conservation easements on valuable rural lands from which density may be transferred and shift those rural residential densities to appropriate urban settings where the negative impacts of growth can be better mitigated or avoided.

## **Neighborhoods**

### **2.12 Neighborhoods as Building Blocks.**

The city and county will foster the role of neighborhoods to establish community character, provide services needed on a day-to-day basis, foster community interaction, and plan for urban design and amenities. All neighborhoods, whether residential areas, business districts, or mixed land use areas, should offer unique physical elements of

neighborhood character and identity, such as distinctive development patterns or architecture; historic or cultural resources; amenities such as views, open space, creeks, irrigation ditches, and varied topography; and distinctive community facilities and business areas.

**2.13 Support for Residential Neighborhoods.**

In its community design planning, the city will support and strengthen its residential neighborhoods. The city will seek appropriate building scale and compatible character of new development or redevelopment, desired public facilities and mixed commercial uses, and sensitively designed and sized rights-of-way.

**2.14 Preservation of Community Character.**

The city will encourage the preservation of community character as reflected in the development pattern and relative affordability of the existing housing stock in Boulder's varied neighborhoods. (See Policy 2.39 Sensitive Infill and Redevelopment and Policy 2.42 Enhanced Design for the Built Environment.)

**2.15 Accessory Units.**

Consistent with existing neighborhood character, accessory units will be encouraged in order to increase rental housing options in single family residential neighborhoods. Regulations developed to implement this policy will address potential cumulative negative impacts on the neighborhood. Accessory units will be reviewed based on the characteristics of the lot, including size, configuration, parking availability, privacy and alley access.

**2.16 Preservation of Existing Residential Uses.**

Existing, legally established residential uses in non-residential zones will be preserved or replaced in kind; non-residential conversions in residential zoning districts will be discouraged except where there is a clear benefit or service to the neighborhood. (See Policy 7.07 Preserve Existing Housing Stock.)

**2.17 Protection of Residential Neighborhoods Adjacent to Non-residential Zones.**

The city and county will take appropriate actions to ensure that the character and livability of established residential neighborhoods will not be undermined by spill-over impacts from adjacent regional or community business zones or by incremental expansion of business activities into residential areas. The city and county will protect residential neighborhoods from intrusion of non-residential uses by protecting edges and regulating the impacts of these uses on neighborhoods.

**2.18 Mixture of Complementary Land Uses.**

The city and county will strongly encourage, consistent with other land use policies, a variety of land uses in new developments. In existing neighborhoods, a mixture of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Wherever land uses are mixed, careful design will be required in order to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

**2.19 Compatibility of Adjacent Land Uses.**

In order to avoid or minimize noise and visual conflicts between adjacent land uses that vary widely in use intensity or other characteristics, the city will use tools such as interface zones, transitional areas, site and building design and cascading gradients of density in the design of subareas and zoning districts. With redevelopment, the transitional area should be within the zone of more intense use.

**2.20 Design of Newly-Developing Areas.**

The city will encourage a neighborhood concept for new development that includes a variety of residential densities, opportunities for shopping, nearby support services and conveniently sited public facilities, including roads and pedestrian connections, parks, libraries and schools.

## Mixed Use

**2.21 Mixed Use.**

The city will encourage well designed mixed use development that incorporates a substantial amount of affordable housing in appropriate locations, including some commercial centers, corridors and industrial areas. In reviewing mixed use projects, the city will consider impacts to adjacent neighborhoods. (See Policies 5.06, 5.07 and 6.10.)

**2.22 Incentives for Mixed Use.**

The city will provide incentives and remove regulatory barriers to encourage mixed use development where and when appropriate. This could include public-private partnerships for planning design or development; density bonuses tied to affordable housing and other zoning incentives; new zoning districts; and the review and revision of floor area ratio, open space and parking requirements.

## Subcommunity and Area Planning

**2.23 Subcommunities as Building Blocks for Planning.**

Within the Boulder Valley, identifiable subcommunities containing open space and support facilities, which contribute to their livability and enjoyment, will be planned so that, in time, they can develop into areas of recognizable physical and social identity.

**2.24 Support Services for Subcommunities.**

In each of the subcommunities, the city and county will encourage the development of shopping and community facilities and associated programs that are tailored to the particular needs of that subcommunity, such as child care, schools, parks and recreation, library, and transit facilities and programs. The availability, location, accessibility and design of these facilities and programs will foster self sufficiency in day-to-day support services.

**2.25 Subcommunity and Area Planning.**

Subcommunity and area planning and other efforts will be geared toward defining the acceptable amount of infill and redevelopment and standards for design quality in order to avoid or adequately mitigate negative impacts and enhance the benefits of additional infill and redevelopment.

**2.26 Mixed Use and Higher Density Housing.**

The city will consider mixed use and higher density housing along certain multi-modal corridors through an area planning process that engages the public and addresses issues such as the urban design, street network, and compatibility with the surrounding area.

## Activity Centers

**2.27 Variety of Activity Centers.**

The city and county support a variety of regional, subcommunity and neighborhood activity centers where people congregate for a variety of activities such as working, shopping, going to school or day care, recreating and residing. Activity centers distributed throughout the community in focused nodes of concentrated activities at three scales--regional, subcommunity and neighborhood--are key elements of the overall city structure (see description at the beginning of this chapter). Activity centers should be located within walking distance of neighborhoods and business areas and designed to be compatible with surrounding land uses and intensity and the context and character of neighborhoods and business areas. Good multi-modal connections to and from activity centers will be encouraged. (See Policy 6.10 Multimodal Development.)

**2.28 Role of the Central Area.**

The central area will continue as the regional service center of the Boulder Valley for office, retail, financial, governmental, medical, cultural and university activities. As such, it will remain the primary activity center and focal point of the Boulder Valley. The central area includes distinct, interrelated activity centers such as the Downtown Business District, University of Colorado, Canyon Boulevard Cultural Corridor, and Boulder Valley Regional Center. A variety of land uses surrounds these activity centers, and transportation alternatives provide direct connections between them.

## Urban Design Linkages

**2.29 Urban Open Lands.**

Open lands within the fabric of the city provide recreational opportunities and density relief from the confines of the city as well as protection of the environmental quality of the urban environment. The city will promote and maintain an urban open lands system to serve the following functions: active and passive recreation, environmental protection, flood management, bike-pedestrian connections and enhancement of community character.

**2.30 Boulder Creek and its Tributaries as Important Urban Design Features.**

Boulder Creek and its tributaries will serve as unifying urban design features for the community. Within available appropriations, the city and county will support the

preservation or reclamation of the creek corridors for natural ecosystems, wildlife habitat and cultural resources; for recreation or trails; to provide flood management; to improve air and water quality; and to provide a contrast to urban development. Trail development will be sensitive to the ecology, terrain and privacy of adjacent residents and surroundings.

**2.31 Commitment to a Walkable City.**

The city and county will promote the development of a walkable city by designing neighborhoods and business areas to provide easy and safe access by foot to places such as neighborhood centers, community facilities, transit stops or centers, and shared public spaces and amenities.

**2.32 Trail Corridors/Linkages.**

In the process of considering development proposals, the city and county will encourage the development of trails and trail linkages for appropriate uses such as hiking, bicycling or horseback riding, so as to provide a variety of alternative recreation and transportation opportunities. Implementation of this goal will be achieved through the coordinated efforts of the private and public sectors.

## Community Conservation

**2.33 Preservation of Historical and Cultural Resources.**

Buildings, districts, and sites of historical, architectural, archaeological, or cultural significance will be identified and protected. The city and county will encourage preservation of such resources through incentives programs, designation of landmark buildings and districts, design review, public improvements and other tools. Protection will be required by the city when a proposed action by a public entity involves a potential important resource. Protection of important resources will also be sought by the city when a proposal by the private sector involves discretionary development review (e.g., site review, use review, rezoning).

**2.34 Leadership in Preservation: City- and County-Owned Resources.**

The city and county will evaluate their publicly owned properties to determine their historical, architectural, archaeological or cultural significance. Eligible resources will be protected through local designation. Secondary structures that are part of and convey the cultural significance of a site such as a farm complex and alley structure should be retained/ preserved as well.

**2.35 Historic and Cultural Preservation Plan.**

The city and county will develop a Boulder Valley-wide preservation plan in order to integrate historic preservation issues into the comprehensive plan; to ensure coordination between preservation goals and zoning, land use, growth management, transportation and housing goals; and ensure consistency among governmental policies that affect the community's historic, archeological and cultural resources. Preservation plans will be developed with public and landowner participation.

**2.36 Eligible Historic Districts and Landmarks.**

The city has identified areas that may have the potential to be designated as historic districts. Map \_\_\_\_ shows areas with designation potential along with areas that are already designated as historic districts. There are also many individual buildings of landmark quality both within and outside of these eligible areas. The city will continue to identify additional potential historic districts, individual properties and areas of historical, architectural, archaeological and/or cultural significance. Additional historic district and landmark designation will be encouraged.

**2.37 Historic Preservation/Conservation Tools.**

The city will develop a variety of tools that address preservation and conservation objectives within the community. Specific tools that address historic preservation and conservation objectives will be matched to the unique needs of specific areas. Conservation districts, easements and other tools may be applied in areas that do not qualify as local historic districts but contain features that contribute to the quality of the neighborhood or community. These could include historic resources that have lost integrity, neighborhoods with significant character but that are not historically significant, and scattered sites that share a common historic or architectural theme.

**2.38 Preservation of Archaeological Sites and Cultural Landscapes.**

The city will develop a plan and processes for identification, designation and protection of archaeological and cultural landscape resources such as open ditches, street and alleyscapes, railroad rights-of-way, and designed landscapes.

## Quality in the Design of Development and Redevelopment Projects

**2.39 Sensitive Infill and Redevelopment.**

Overall, infill and redevelopment will be expected to provide significant benefits to the community and the neighborhoods. The city will develop tools such as neighborhood design guidelines to promote sensitive infill and redevelopment. The city will work with neighborhoods to protect and enhance neighborhood character and livability.

**2.40 Physical Design for People.**

The city and county will take all reasonable steps to ensure that new development and redevelopment, public as well as private, be designed in a manner that is sensitive to social, physical and emotional needs. Broadly defined, this will include factors such as accessibility to those with limited mobility; provision of coordinated facilities for pedestrians, bicyclists and bus-riders; provision of functional landscaping and open space; and the appropriate scale and massing of buildings related to neighborhood context.

**2.41 Design Excellence for Public Projects.**

Public projects bear a special responsibility to exhibit design excellence. The city and county will work to assure that new capital projects are positive additions to the community's architectural and urban design heritage.

## **2.42 Enhanced Design for the Built Environment.**

Through its policies and programs, the city will encourage or require quality architecture and urban design in private sector development that encourages alternative modes of transportation, provides a livable environment and addresses the elements listed below.

a) The context.

Projects should become a coherent part of the neighborhood in which they are placed. They should be preserved and enhanced where the surroundings have a distinctive character. Where there is a desire to improve the character of the surroundings, a new character and positive identity as established through area planning or a community involvement process should be created for the area. Special attention will be given to protecting and enhancing the quality of established residential areas that are adjacent to business areas.

b) The public realm.

Projects should relate positively to public streets, plazas, sidewalks and paths. Buildings and landscaped areas--not parking lots--should present a well-designed face to the public realm, should not block access to sunlight, and should be sensitive to important public view corridors.

c) Human scale.

Projects should provide pedestrian interest along streets, paths and public spaces.

d) Permeability.

Projects should provide multiple opportunities to walk from the street into projects, thus presenting a street face that is permeable. Where appropriate, they should provide opportunities for visual permeability into a site to create pedestrian interest.

e) On-site open spaces.

Projects should incorporate well-designed functional open spaces with quality landscaping, access to sunlight and places to sit comfortably. Where public parks or open spaces are not within close proximity, shared open spaces for a variety of activities should also be provided within developments.

f) Buildings.

Buildings should be designed with a cohesive design that is comfortable to the pedestrian, with inviting entries that are visible from public rights of way.

### 3. Facilities and Services

*The city and county agree that urban development should only occur within the Boulder Valley where an adequate range of urban services is available to serve the development. Provision of services by the city only in urbanized areas supports the service area concept and contributes to the general goals of maintaining a compact city, preserving open space and separation of communities, regulating the rate and overall amount of residential development and encouraging compact, contiguous development.*

The facilities and services section of the Boulder Valley Comprehensive Plan establishes policies linking growth to service standards and provisions found in this plan and the departmental master plans. With the information contained in the master plans and the Capital Improvements Program, the timing of private development and public expenditures can be more effectively coordinated. Planning for the adequate provision of public facilities is not intended to fetter the city's growth. Instead, it is intended to promote planned, rational and affordable growth so that residents are ensured equal and adequate service provision.

Conforming to the general policy framework and growth phasing of the Boulder Valley Comprehensive Plan, departmental master plans are developed and periodically revised for each major urban service. (Master plan summaries can be found in Section IV.B of the plan.) Departmental master plans establish the detailed policies, priorities, service standards, facility and system needs, and operational and capital budgeting for the delivery of specific services.

The Urban Service Criteria and Standards are listed in Section IV.D. These are the basic minimum services provided for new urban development and for which there may be required on-site improvements. There are various city and county services that do not have service standards listed in the BVCP, e.g. open space or libraries. These are services that are important to the community but for which we do not review the adequacy of facilities in relation to new development. For many of these services, new development is required to pay Development Excise Tax (DET) to address new capital needs.

Major capital improvement projects are included in a six year plan and are reviewed annually by the Planning Board for consistency with the comprehensive plan, sub-community and area plans, and departmental master plans. They are then approved by City Council in the annual budget. Funding needs for programs, personnel, maintenance and operations to meet adopted service standards and goals are identified and prioritized in the annual budget process. The city's Business Plan for annual budgeting provides the link between the annual budget and the goals, policies and service standards of the Boulder Valley Comprehensive Plan.

#### Framework for Provision of Urban Facilities and Services

##### **3.01 Provision of Urban Services in the Boulder Valley.**

The city and county intend that new urban development not occur until adequate urban facilities and services are available to serve the development. The county experience indicates that provision of the full range of urban facilities and services by a municipality is preferable to provision of urban facilities and services by special districts and private groups in part because municipalities have politically accountable

leadership, general police power and the ability to coordinate provision of adequate urban facilities and services. Therefore, it is hereby presumed that adequate facilities and services can be provided only by the city of Boulder. The city will extend, furnish or provide such services at such time as it can provide them all as provided under paragraph 3.02(c) below and the Urban Service Criteria and Standards section of this plan. However, it is not the intent to preclude the development and use of alternative facilities and service systems for new urban development so long as they are adequate as provided under paragraph 3.02(c) and the Urban Service Criteria and Standards section of this plan.

### **3.02 Definition of Adequate Urban Facilities and Services.**

- a) 'Adequate facilities and services' for new urban residential development means the availability of public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, urban transportation, developed urban parks, and schools based upon the criteria set forth in subparagraph (c) below.
- b) 'Adequate facilities and services' for new urban industrial and commercial development means the availability of public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, and urban transportation, based upon the criteria set forth in subparagraph (c) below.
- c) The availability and adequacy of urban facilities and services as set forth in subparagraphs (a) and (b) above will be determined based upon the following criteria and as further defined in the Urban Service Criteria and Standards section of this plan. Determinations of facilities and services adequacy will be based upon the following criteria:
  - (i) Responsiveness to public objectives
  - (ii) Sufficiency and dependability of financing
  - (iii) Operational effectiveness
  - (iv) Adequacy of equipment and facilities
  - (v) Proficiency of personnel

### **3.03 Phased Extension of Urban Services/Capital Improvements Program.**

- a) The city and county agree that extensions, furnishing, or provision of less than adequate facilities and services for new urban development is contrary to the objectives and intent of the comprehensive plan and would be injurious to the public health, safety and welfare because it would seriously impair the efforts of the county, which has governmental authority and jurisdiction regarding land use control and development in the unincorporated areas of the county, to implement the comprehensive plan through reasonable land use regulations.
- b) The county requests that the city accompany any extension of facilities and services to urban development outside the boundaries of the city with concurrent annexation to the city of the land served. The city agrees not to extend or furnish facilities and services to new urban development outside the boundaries of the city without annexing to the city the land to be served, except as indicated in Policy 3.11.
- c) The city and county recognize that certain properties within the Boulder Valley have filed for subdivision approval with Boulder County prior to June 13, 1977, the date on which the county approved amendments to its subdivision regulations that

require compatibility of applicants for subdivision approval with the comprehensive plan and have previously been granted water and sewer by the city. The development of these particular properties may be permitted to occur without full compliance with policies 3.01 and 3.02 provided that such development is otherwise in accordance with the comprehensive plan and existing Boulder County land use regulations at the time of submission of the application.

- d) The city's Capital Improvements Program (CIP) is a major program for funding an adequate range of urban services and facilities within Area I and Area II as annexation occurs during the planning period. The Capital Improvements Program, within the framework of a responsible budget of balanced revenues and expenditures, schedules the necessary capital projects to ensure maintenance of an adequate range of urban services within Area I and to provide urban facilities and services to Area II through annexation on a phased and orderly basis over the planning period. The CIP is a tool to direct the location and timing of growth by coordinating and targeting public capital expenditures.

**3.04 Channeling Development to Areas with Adequate Infrastructure.**

In order to protect and use past investments in capital improvements, new development and redevelopment will be located in areas where adequate public services and facilities presently exist or are planned to be provided under the city's Capital Improvements Program.

**3.05 Growth to Pay Fair Share of New Facility Costs.**

Since the public costs of annexation and developing several areas concurrently could prove excessive, the city will limit said costs to those, which can reasonably be accommodated within the Capital Improvements Program and are compatible with anticipated revenues. When permitting additional development or redevelopment, the city will consider whether public facilities and services are adequate to reasonably maintain current levels of service or service standards given the impacts of such additional development or committed funding sources for such adequate facilities are sufficient to ensure their provision in a timely fashion. Growth will be expected to pay its own way, with the requirement that new development pay the cost of providing needed facilities and an equitable share of services including affordable housing, and to mitigate negative impacts such as those to the transportation system.

**3.06 Adjacency of Open Space/Utility Impacts.**

The city and county will consider the impacts of open space management and utility installation on abutting property.

**3.07 Multi-Purpose Use of Public Lands.**

Multi-purpose use of public lands, facilities and personnel services will be emphasized. However, in consideration of potential use of parks and open space lands, only activities consistent with the original intent of acquisition will be considered.

## Utilities

### **3.08 Consistency of Utility Extensions with Comprehensive Plan.**

The installation and extension of all utilities will be consistent with the provisions of the comprehensive plan and with the responsibilities of the respective utility providers.

### **3.09 Efficient Extension of Utilities.**

Nothing within the comprehensive plan will prohibit the city from denying the provision of utility services to any property within the Boulder Valley for utility-related reasons.

### **3.10 Utility Provision to Implement Community Goals.**

The city will consider the importance of the other objectives of the comprehensive plan in the planning and operation of the water, wastewater, stormwater and flood management utilities. These other objectives include in-stream flow maintenance, enhancement of recreational opportunities, water quality management, preservation of natural ecosystems, open space and irrigated agricultural land, and implementation of desired timing and location of growth patterns.

### **3.11 Out-of-City Utility Service.**

In furtherance of policies 2.01, 2.02, 2.04, 3.08, 3.09 and 3.10, and notwithstanding Policy 3.03, the city and county agree that it is appropriate for the city to:

- a) Decline support for utility provision in Area III and Area II when its provision would defeat Boulder Valley Comprehensive Plan goals.
- b) Extend limited utility service in Area III and Area II in circumstances that further comprehensive plan goals.
- c) Evaluate opportunities for cooperation with other utility service providers, in concert with the county, to further comprehensive plan goals.

## Parks and Trails

### **3.12 Parks and Recreation.**

Park facilities and services of the city or other service entities will provide an adequate range of recreational opportunities for its residents. Such facilities and services will be designed in a manner that responds to the needs of the intended users. City park and recreation facilities will provide a variety of landscape types as amenities and recreational resources for urban dwellers, including irrigated green spaces, low water-need plantings and natural vegetation areas.

### **3.13 Trail Functions and Locations.**

Trails serve a variety of functions such as recreation, transportation, education and/or environmental protection. Trails should be designed and managed to minimize conflicts among trail users. Trailheads should be located so they are convenient and safe for those arriving by alternate modes of transportation as well as automobiles. In order to provide environmental protection, informal trails and user widening of trails should be discouraged by ensuring that formal trails are well designed, monitored and adequately

maintained. Trail and trailhead locations and alignments should avoid environmentally sensitive areas and minimize environmental impacts.

**3.14 Trails Network.**

The city and county will coordinate with other trail providers and private landowners in trail system planning, construction, management and maintenance. Where compatible with environmental protection goals and conservation easement agreements, trail connections will be developed to enhance the overall functioning of the trails network.

## Culture

**3.15 Libraries.**

Library facilities and services of the Boulder Valley will be responsive to the needs of all populations, providing an adequate range of informational, educational and intellectual opportunities for all residents.

**3.16 Information Resource/Community Center.**

The city will provide access to information through a variety of formats providing materials and services to enhance the personal development of the community's residents. In its role as the community's public and civic information center, the library will provide venues for community group meetings and resources and services to meet the needs of the community's multi-cultural and special populations.

**3.17 Education Resource.**

The city will seek to provide educational and literacy resources and services for the community. The library will develop and maintain resources to assist learners and students of all ages, including support for formal education programs, and provide public workspaces and independent learning resources. The library will develop collaborative relationships with community educational institutions and function as a research center for residents.

**3.18 Performing and Visual Arts.**

The city, recognizing the need to enhance the personal development of the public and to build a sense of community by providing for cultural needs, will encourage the provision of facilities for the performing and visual arts and the provision of art in public buildings and spaces.

**3.19 The Arts.**

The city and county recognize and support the arts. They are central to the cultural life for youth and adults of the Boulder community, a clean industry that contributes significantly to the Boulder economy, and the enhancement and attraction of the Boulder community. They present significant quality of life advantages to the Boulder community through education, entertainment and the aesthetic environment and provide a vehicle to bring together people of all walks of life and diverse ages, genders, religions, abilities, opinions, races, classes, and economic means for better communication and mutual understanding. (See Policy 5.12 Role of Arts and Cultural Programs.)

- 3.20 Artistic Elements in Public Projects.**  
The city and county will incorporate artistic elements in public projects whenever possible.
- 3.21 Canyon Boulevard Cultural Corridor.**  
The city will encourage public and private projects within the Canyon Boulevard Cultural Corridor to have an arts focus and to incorporate public art.

## Boulder Municipal Airport

- 3.22 Municipal Airport.**  
The Boulder Municipal Airport will continue as a small-scale general aviation airport. The city will seek to mitigate noise, safety and other impacts of airport operation while assuring that new development in proximity will be compatible with existing and planned use of the airport.

## Elementary and Secondary Schools

- 3.23 Planning for School Sites and Facilities.**  
The city and county will assist the Boulder Valley School District in obtaining usable sites for new schools in advance of needs. The city and county will consider current and projected school enrollment and available school capacities when approving the type, scale and timing of residential development. The city and county will also consider transportation impacts when planning for school sites and facilities.
- The city will work with the Boulder Valley School District when practicable to cooperatively plan for joint facilities and shared use of parkland, recreation and outdoor facilities, meeting rooms and classrooms, branch libraries and other facilities.
- 3.24 Accessibility to Schools.**  
The city and county will work with the Boulder Valley School District to develop safe and convenient pedestrian, bicycle and transit access for students to existing and new schools. New school facilities will be located so that school-age children have the opportunity to arrive safely on their own.

## Community Facility Needs

- 3.25 Support for Community Facilities.**  
The city and county recognize the importance of the health care, social service, educational and nonprofit community agencies that provide vital services to the residents of the Boulder Valley and will work collaboratively with these agencies to reasonably accommodate their facility needs.

## 4. Environment

*The natural environment that characterizes the Boulder Valley is a critical asset that must be preserved and protected. It is the framework within which growth and development take place. The city and county recognize that the Boulder Valley is a complex ecological system and that there are inextricable links among our natural environment, the economy, the built environment and community livability. The Boulder Valley is an open system in that our natural and human systems are connected to the region as well as to the entire world. The city and county acknowledge that regional and global changes can have a profound effect on the local environment and that the local economy and built environment can have adverse impacts on natural systems beyond the Boulder Valley.*

Communities throughout the Front Range of Colorado are facing many issues associated with rapid growth and a healthy economy. As more people move to the area to benefit from the robust economy and the high quality of the natural environment, more stress is placed on environmental resources.

The City Council has established the goal of becoming a nationwide environmental leader among communities and a role model for exemplary environmental practices. The city seeks to institute state of the art policies in prioritized areas for both the community and the city government organization. Environmental priorities set by the City Council include reducing pesticide use, reducing waste and over-use of resources by promoting re-use and recycling, reducing greenhouse gas emissions, promoting energy efficiency and water conservation, continuing our strong leadership in preserving native plant and wildlife habitat, and strengthening our efforts to improve air and water quality.

The policies in this section support the following city and county goals related to the conservation and preservation of land, water, air resources and pollution prevention:

- Preserve and enhance biodiversity and native ecosystems.
- Protect and enhance the quality of the urban environment.
- Protect geologic resources and manage natural hazards.
- Protect and improve water and air quality.
- Conserve natural resources and minimize waste.
- Minimize emission and use of pollutants.

The integration and coordination of other city policies and programs with these environmental goals is essential to achieving a sustainable community. Boulder's strong growth management, transportation, and community conservation policies and programs, in particular, are major tools for preserving habitat, improving air and water quality, and maintaining a livable community.

Several city master plans further the city's environmental policies. For example, the city's Open Space and Mountain Parks Department has adopted Long Range Management Policies, a Visitor Master Plan, and area and resource management plans that outline specific actions for managing both the preservation of the city's natural and agricultural lands while providing a range of passive recreational opportunities for the community. The Greenways Master Plan identifies opportunities for protecting and restoring riparian habitat, improving air and water quality, and managing the floodways within the city. The various water utility master plans, including the

Raw Water Master Plan, Treated Water Master Plan and Comprehensive Flood and Stormwater Utility Master Plan provide specific implementation strategies that address the city's water resource policies and goals.

**4.01 Incorporating Ecological Systems into Planning.**

Planning and policy decisions in the Boulder Valley will be approached through an ecosystem framework in which natural regions like airsheds and watersheds are incorporated into planning and an appropriate relationship between the built environment and air, water and land quality is considered.

**4.02 Adaptive Management Approach.**

The city will employ an adaptive management approach to resource protection and enhancement. An adaptive management approach involves ongoing monitoring of resource conditions, assessment of the effectiveness of management actions, revision of management actions based on new information from research, and learning from experience what works and what does not.

**4.03 City Leadership in Resource Conservation.**

The city government will serve as an example by continuing to improve resource conservation practices in all city operations. The city will integrate environmental impact considerations in decision making for all city services, processes and facilities. The city organization will comply fully with environmental laws and regulations and implement programs and procedures to strengthen compliance. Strict compliance with environmental standards will be a key factor in employee training, performance review and program evaluation. Emphasis will be placed on periodic monitoring of internal environmental practices to continually improve the city's effectiveness. The city will provide appropriate environmental training and educate employees to be environmentally responsible.

**4.04 Environmental Education and Technical Assistance.**

The city and county will promote public education and provide technical assistance about issues of local and regional environmental concern and seek to engage businesses, residents and visitors in the goal of protecting the quality of the natural and built environment.

**4.05 Monitoring and Tracking.**

The city and county will continue to improve monitoring and evaluation of land, air and water quality and will track progress made in maintaining and enhancing environmental quality in the Boulder Valley.

## **Preserve and Enhance Biodiversity and Native Ecosystems**

**4.06 Natural Ecosystems.**

The city and county will protect and restore significant native ecosystems on public and private lands through land use planning, development review, conservation easements, acquisition and public land management practices. The protection and enhancement of biological diversity and habitat for federal endangered and threatened species and state,

county and local species of concern will be emphasized. Degraded habitat may be restored and selected extirpated species may be reintroduced as a means of enhancing native flora and fauna in the Boulder Valley. (See Policy 2.05 Open Space Preservation.)

**4.07 Ecosystem Connections and Buffers.**

The city and county recognize the biological importance of preserving large areas of unfragmented habitat. The city and county will work together to preserve, enhance, restore and maintain undeveloped lands critical for providing ecosystem connections and buffers for joining significant ecosystems. These areas are important for sustaining biological diversity and viable habitats for native species and for minimizing impacts from developed lands.

**4.08 Maintain and Restore Ecological Processes.**

Recognizing that ecological change is an integral part of the functioning of natural systems, the city and county will work to ensure that, when appropriate precautions have been taken for human safety and welfare, natural processes will be utilized or mimicked to sustain, protect and enhance ecosystems.

**4.09 Wetland Protection.**

Natural and human-made wetlands are valuable for their ecological and, where appropriate, recreational functions, including their ability to enhance water and air quality. Wetlands also function as important wildlife habitat, especially for rare, threatened and endangered plants and wildlife. The city and county will continue to develop programs to protect and enhance wetlands in the Boulder Valley. The city will discourage the destruction of wetlands, but in the rare cases when development is permitted and the filling of wetlands cannot be avoided, new wetlands will be created or degraded wetlands will be restored.

**4.10 Invasive Species Management.**

The city and county will promote efforts, both public and private, that prevent the introduction or culture of invasive plant and animal species and seek to control their spread. High priority will be given to managing invasive species that have, or potentially could have, a substantial impact on city and county resources, or that can reasonably be expected to be successfully controlled.

**4.11 Public Access to Public Lands.**

Certain city and county-owned or managed lands provide a means for educating users on the importance of the natural environment. Public lands may include areas for recreation, preservation of agricultural use, unique natural features, and wildlife and plant habitat. Public access to public lands will be provided for, except where necessary to protect such areas from unacceptable degradation, from unacceptable impact to habitat and wildlife, or for public safety.

## Protect and Enhance the Quality of the Urban Environment

### **4.12 Management of Wildlife-Human Conflicts.**

The city recognizes the intrinsic value of wildlife in both the urban and rural setting. The city will practice wildlife management to minimize conflicts with residents and urban land uses while identifying, preserving and improving appropriate habitat for wildlife species in the urban area. When a wildlife species is determined to be a nuisance or a public health hazard, a full range of alternative wildlife management techniques will be considered by the city and county in order to mitigate the problem in a manner that is humane, effective, economical and ecologically responsible. The city recognizes the benefit of coordinating wildlife and wildlife habitat management with other agencies and that management plans should be formulated within a larger ecosystem framework.

### **4.13 Urban Environmental Quality.**

To the extent possible, the city and county will seek to protect the environmental quality of areas under significant human influence such as agricultural and urban lands and will balance human needs and public safety with environmental protection. The city will develop community-wide programs and standards for new development and redevelopment so that negative environmental impacts will be mitigated and overall environmental quality of the urban environment will not worsen and may improve.

### **4.14 Urban Forests.**

The city will support and promote the protection of healthy existing trees and the overall health and vitality of the urban forest in the planning and design of public improvements and private development. The city will encourage overall species diversity and native and low water demand tree species where appropriate.

## Protect Geologic Resources and Manage Natural Hazards

### **4.15 Unique Geological Features.**

Due to its location at the interface of the Great Plains and the Rocky Mountains, Boulder Valley has a number of significant or unique geological and paleontological features that have been identified. The city and county will attempt to protect these features from alteration or destruction through a variety of means, such as public acquisition, land use planning and regulation, and density transfer within a particular site. (See Policy 2.05 Open Space Preservation.)

### **4.16 Mineral Deposits.**

Deposits of sand, gravel, coal and similar finite resource areas will be delineated and managed according to state and federal laws. Mineral deposits and other non-renewable resources will be used with the greatest practical efficiency and the least possible disturbance to existing natural and cultural resources.

**4.17 Hazardous Areas.**

Hazardous areas that present danger to life and property from flood, forest fire, steep slopes, erosion, unstable soil, subsidence or similar geological development constraints will be delineated, and development in such areas will be carefully controlled or prohibited.

**4.18 Hillside Protection.**

Hillside and ridge-line development will be carried out in a manner that, to the extent possible, avoids both negative environmental consequences to the immediate and surrounding area and the degrading of views and vistas from and of public areas.

**4.19 Wildfire Protection and Management.**

The city and county will require on-site and off-site measures to guard against the danger of fire in developments adjacent to forests or grasslands. Recognizing that fire is a widely accepted means of managing ecosystems, the city and county will integrate ecosystem management principles with wildfire hazard mitigation planning and urban design.

**4.20 Preservation of Floodplains.**

Undeveloped floodplains will be preserved or restored where possible through public land acquisition of high hazard properties, private land dedication and multiple program coordination. Comprehensive planning and management of floodplain lands will promote the preservation of natural and beneficial functions of floodplains whenever possible.

**4.21 Flood Management.**

The city will protect the public and property from the devastating impacts of flooding in a timely and cost-effective manner while balancing community interests with public safety needs. The city will manage the potential for floods by implementing the following guiding principles:

- a) Preserve floodplains
- b) Be prepared for floods
- c) Help people protect themselves from flood hazards
- d) Prevent unwise uses and adverse impacts in the floodplain
- e) Seek to accommodate floods, not control them

**4.22 Non-Structural Approach.**

The city will seek to preserve the natural and beneficial functions of floodplains by emphasizing and balancing the use of non-structural measures with structural mitigation. Where drainageway improvements are proposed, a non-structural approach should be applied wherever possible to preserve the natural values of local waterways while balancing private property interests and associated cost to the city.

**4.23 Protection of High Hazard Areas.**

The city will prevent redevelopment of significantly flood-damaged properties in high hazard areas. The city will prepare a plan for property acquisition of flood-damaged and undeveloped land in high hazard flood areas. Undeveloped high hazard flood areas will be retained in their natural state whenever possible. Compatible uses of riparian

corridors, such as natural ecosystems, wildlife habitat and wetlands will be encouraged wherever appropriate. Trails or other open recreational facilities may be feasible in certain areas.

**4.24 Larger Flooding Events.**

Flood management has historically focused on and primarily addresses the impacts of a 100-year flood event. The city recognizes that larger flooding events will occur resulting in greater risks and flood damage that will affect even improvements constructed with standard flood protection measures. The city will seek to better understand the impact of larger flood events and consider necessary floodplain management strategies.

**4.25 Drainage Utility Plans.**

The city will prepare and maintain drainage utility plans that define maintenance needs, priorities for improvements, funding requirements, the character of necessary structural improvements, and water quality issues.

## Protect and Improve Water and Air Quality

**4.26 Protection of Water Quality.**

Water quality is a critical health, economic and aesthetic concern. The city and county will protect, maintain and improve water quality within the Boulder Creek basin and Boulder Valley watersheds as a necessary component of existing ecosystems and as a critical resource for the human community. The city and county will seek to reduce point and nonpoint sources of pollutants. Special emphasis will be placed on regional efforts such as watershed planning and protection.

**4.27 Water Resource Planning.**

The city and county will work together and with other governmental agencies to develop and implement appropriate water quality standards, water resource allocations, and water quality protection programs. Water resource planning efforts will include such things as water quality master planning, surface and ground water conservation, and evaluation of pollutant sources.

**4.28 Water Acquisition.**

The city will seek to minimize or mitigate the environmental, agricultural and economic impacts to other jurisdictions in its acquisition of additional municipal water supply to further the goals of maintaining instream flows and preventing the permanent removal of land from agricultural production elsewhere in the state. The city will continue to enhance instream flows and provide water to agricultural lands in a manner that protects and minimizes adverse impacts to the municipal water supply.

**4.29 Drinking Water.**

The city and county will protect the quality of its water sources and will meet all State of Colorado drinking water standards and source water protection requirements. It is also the goal of the city to meet secondary drinking water standards established by the United States Environmental Protection Agency and to evaluate additional voluntary

standards as appropriate. The city and county will continually seek to improve the quality of drinking water and work with other water and land use interests as needed to assure the integrity and quality of its drinking water supplies.

**4.30 Storm Water.**

The city and county will protect the quality of its surface waters, meet all state and federal requirements for storm water quality and evaluate additional voluntary standards as appropriate.

**4.31 Minimum Flow Program.**

The city will pursue expansion of the existing in-stream flow program consistent with applicable law and manage stream flows to protect riparian and aquatic ecosystems within the Boulder Creek watershed.

**4.32 Groundwater.**

The city and county will continue to evaluate aquifers, groundwater recharge and discharge areas, and sources of groundwater pollution within the Boulder Creek watersheds and formulate appropriate pollution and source protection programs. Impacts to groundwater will be considered in land use planning, development review and public land management practices.

**4.33 Pollution Control.**

The city and county will seek to control both point and non-point sources of water through pollution prevention, improved land use configurations, wetland detention areas, erosion control and other construction standards, standards to control degradation of streams and lakes caused by storm runoff in urban and rural areas, and control and monitoring of direct sources of discharge, including those of gravel extraction and wastewater treatment facilities.

**4.34 Wastewater.**

The city will meet all requirements for wastewater treatment under its National Pollution Discharge Elimination System Permit and evaluate additional voluntary standards as appropriate. The city and county support the County Board of Health's policy discouraging the installation of private sewage disposal systems where municipal collection systems are available or where a potential pollution or health hazard would be created. The city and county will support the development of programs to monitor problems associated with failing septic systems. (See Policy 1.27 Annexation.)

**4.35 Protection of Air Quality.**

Air quality is a critical health, economic and aesthetic concern. The city and county will maintain full compliance with federal air quality standards and reduce stationary and mobile source emissions of pollutants. Special emphasis will be placed on local and regional efforts to reduce pollutants, which cause adverse health effects and impair visibility. (See Policy 1.11 Regional and Statewide Cooperation.)

**4.36 Greenhouse Gas Emissions.**

The city and county will identify and implement cost-effective actions that will reduce the community's contribution to total global greenhouse gas emissions. The initial goal is to be in alignment with the Kyoto Protocol target of reducing greenhouse gas emissions seven percent below 1990 levels. Reducing emissions requires integration of land use, building code, transportation and energy supply policies.

**4.37 Integration of Water and Air Quality with Transportation Planning.**

The city and county will integrate air and water quality planning into the land use and transportation planning, and traffic management processes. Land use patterns that reduce water pollution and air emissions will be encouraged. The city and county will consider strategies to reduce impacts to air and water quality through water quality protection measures, stabilization of soils, appropriate monitoring of construction and mining operations, and minimization of exposure to both mobile and stationary sources of air pollution. The city and county will promote transportation strategies encouraging low emission vehicles, alternatives to traditional fuels and travel in single-occupant vehicles. (See Policy 6.15 Improving Air Quality.)

## Conserve Natural Resources

**4.38 Water Conservation.**

The city and county will promote the conservation of water resources through water quality protection, public education, monitoring and policies that promote appropriate water usage. Low-water use landscaping compatible with vegetation types native to the Boulder Valley and the use of natural rainwater for irrigation, consistent with state water law, will be encouraged. The city will pursue a water conservation program designed to minimize water waste and reduce water use during peak demand periods. New development and redevelopment designed to conserve water will be encouraged. Recycling techniques, water pricing, improved plumbing methods and fixtures, and efficient site design will also be encouraged. (See Policy 2.42 Enhanced Design for the Built Environment.)

**4.39 Energy Conservation and Renewable Energy.**

The city and county will implement policies and programs that enhance opportunities for individuals, businesses and public organizations to limit the use of non-renewable energy resources by conserving energy and converting to renewable resources. The city will set goals for the use of non-renewable energy that are consistent with an orderly transition to a sustainable energy economy in order to preserve fossil fuels for future generations. The city will support private decisions to use renewable energy, will publicly develop local renewable energy resources where economical, and will preserve future options for renewable energy so that they may be developed when they become cost effective.

**4.40 Energy-Efficient Land Use.**

The city and county will encourage the conservation of energy through land use policies and regulations governing placement, orientation and clustering of development and through housing policies and regulations. The conservation of energy

is served by the development of more intense land use patterns; the provision of recreation, employment and essential services in proximity to housing; the development of mass transit corridors; and efficient transportation.

**4.41 Energy-Efficient Building Design and Construction Waste Minimization.**

The city and county will continue their efforts to improve the energy and resource efficiency of new and existing buildings. The city and county will continue to improve codes, standards and regulations assuring energy and resource efficiency in new construction, remodels and renovation projects. Energy conservation programs will be sensitive to the unique situations that involve historic preservation and low-income home owners and renters and will assure that programs assisting these groups are continued. The city and county will encourage renovation of existing buildings over demolition and will develop policies and programs that promote the reuse of materials salvaged after deconstruction in development and construction practices.

**4.42 Waste Minimization and Recycling.**

The city and county will actively pursue and support programs and activities that reduce the amount of waste that must be landfilled. Policies will emphasize source reduction, reuse, composting, recycling and the use of materials with recycled content. It is the goal of the city to reduce solid waste produced in the city by achieving a fifty percent waste diversion level. Higher goals may be set by City Council from time to time as it is deemed feasible and desirable. Only as a last resort should a waste be buried or burned.

**4.43 Promoting the Use of Recycled Materials.**

The city will develop recycling programs, policies and infrastructure that encourage and support the recycling and reuse of recyclable materials. The city will create and maintain a relevant Environmental Purchasing Policy that promotes markets for recycled commodities, promotes the preferential purchase of recycled products for government use, and encourages the use of products and services that are durable, repairable, reusable, recyclable and economically viable.

## Minimize Use of Pollutants

**4.44 Reduction of Use and Safe Disposal of Hazardous Materials.**

The city and county will work together to reduce use and ensure safe disposal of hazardous materials in city and county operations, residences and businesses. Information will be provided for businesses and households about non-toxic alternatives, pollution prevention and responsible use and disposal of hazardous materials. Use of a household hazardous waste collection facility will be made available to all residents.

**4.45 Integrated Pest Management.**

The city and county will encourage efforts, both public and private, to reduce the use of pesticides (herbicides, insecticides, fungicides, avicides and rodenticides). In its own practices, the city and county commits to the use of integrated pest management practices, which emphasizes the selection of the most environmentally-sound approach

to pest management with the overall goal of reducing and, where possible, eliminating the dependence on chemical pest-control strategies. When public health risks are identified, the city will balance the impacts and risks to the residents and the environment when choosing control measures.

**4.46 Outdoor Lighting/Light Pollution.**

The city and county will encourage the efficient use of outdoor lighting to reduce light pollution and conserve energy while providing for public safety. The city will seek to provide a nighttime environment that includes the ability to view the stars against a dark sky so that people can see the Milky Way Galaxy from residential and other appropriate viewing areas. Measures such as using more energy-efficient lights, ensuring that the level of outdoor lighting is appropriate to the application, minimizing glare, and using shielding techniques to direct light downward will be required.

## 5. Economy

*The city and county will encourage a viable and balanced economic structure and employment base within the parameters of established land use, environmental and growth policies. The city and county recognize that a healthy, adaptable local economy is vital to the community's ability to provide a highly desirable quality of life, high levels of services and amenities. The city and county recognize the critical interrelationship between the long-term health of the natural environment, the economy, and the social health of the community. The city and county will seek to ensure that current needs are met without compromising the ability of future generations to meet their needs.*

Boulder's economy is based on innovation, entrepreneurship, quality and service. The private-sector employment base is mostly focused in services, primarily research, technology and scientific occupations. Boulder has a large number of businesses in the following industry groups: natural foods, renewable energy and green building, biosciences, photonics, software and the internet, outdoor and sports, and creative services.

Retail, manufacturing and the public sector (the University of Colorado, federal labs, school district and local government) play strong roles in the Boulder economy, as does tourism. Boulder is fortunate to serve as the home of the University of Colorado and Naropa University. The city promotes sustainable tourism, which is tourism that enhances the economic, environmental and social elements of a community. Sustainable tourism adds to our quality of life and supports vital aspects of our community such as our vibrant arts and cultural community and our active recreation sector.

Boulder's role in the region has changed dramatically over the last decade. Approximately 30 years of growth management policies focused principally on limiting residential sprawl and acquiring large buffers of permanent open space have had many beneficial effects. These have, however, also contributed to a jobs/housing imbalance where the number of the jobs in the community is about equal to the total population and considerably greater than the resident work force.

Surrounding communities have experienced substantial increases in housing as well as commercial and job opportunities. In addition, many retail developments in other communities have been developed with the assistance of public financing. Consequently, Boulder's share of the regional market has decreased, reflecting a long term shift that has resulted in the city no longer enjoying the role of regional retail and business center. The Twenty Ninth Street project (redevelopment of the Crossroads Mall), anticipated to open in 2006, is expected to recapture some of the sales tax leakage.

In 2003, the city adopted an Economic Vitality policy to reinforce the importance of economic health to the overall quality of life and articulate the city's support of business and economic development. Since 2003, economic indicators have shown mild improvement in the local economy including improved retail sales activity, positive job growth, and increased personal and household incomes. The Economic Vitality Work Plan, approved in 2005, includes strategies and actions to further the city's Economic Vitality policy and is based on partnering with other organizations that provide economic development services to the Boulder community.

Boulder's economic policies and programs are aimed at supporting and enhancing our community's unique, innovative and entrepreneurial assets and opportunities while balancing the community's essential goals and distinctive lifestyle.

**5.01 Economic Vitality.**

Economic vitality in Boulder will be pursued through a partnership among the public, private and nonprofit sectors. The city's primary contribution is through the provision of efficient processes and procedures required for site development, the investment in municipal infrastructure, and consideration of other initiatives on a case-by-case basis. The city will adopt economic vitality programs and strategies that foster innovation, enhance competitiveness and expand markets.

The city and county will support a diversified employment base within the Boulder Valley, reflecting labor force capabilities and recognizing amenities for emphasizing scientific, technological and related industries. Inclusion of elements in the economic vitality program should enhance the community's role in the global and domestic marketplace.

**5.02 Regional Job Center.**

The city is one of several job centers in the region, and significant additional employment growth is projected in the future. The city will adopt policies and strategies that support the city's role as a job center in the future consistent with Policies 1.02-1.04 and 1.21.

**5.03 Support for Local Business.**

The city and county recognize the significant contribution of existing businesses in the local economy. The city will support the retention, expansion and entrepreneurial activities of existing local businesses and maintain a positive climate for retail and business.

**5.04 Industry Clusters.**

The city will adopt an industry cluster approach to business development and consider financial and technical assistance programs and other tools to retain, expand and attract businesses in those clusters. Cluster efforts focus on supporting multiple businesses in an industry.

**5.05 Employment Opportunities.**

The city and county will encourage local employers, to the maximum extent feasible, to provide employment opportunities for all persons including the local unemployed and underemployed work force, and to implement affirmative action programs in cooperation with various agencies providing employment assistance programs.

**5.06 Industrial Zoning.**

Industrial zoning under the comprehensive plan will provide the opportunity for the location of industries of various types and uses, including those uses considered essential to the Boulder Valley population from a service standpoint. The zoning ordinance will be updated periodically to assure it is adequately accommodating the

existing and future needs of a rapidly changing and technologically-oriented global industrial and services employment base. The city will identify areas that should be protected for industrial and office uses. Where appropriate, mixed use development will be encouraged incorporating residential uses and support services for the employment base.

**5.07 Upgrade Existing Commercial and Industrial Areas.**

The city will cooperate with the private sector to foster the revitalization of commercial and industrial areas in order to create greater vitality. Where appropriate, the city will enhance retail and services desired by employees, add housing and create transit-friendly developments. The city will work with property owners to improve the quality of Boulder's office and industrial buildings through rehabilitation or redevelopment. A variety of tools should be considered to create public/private partnerships that lead to successful redevelopment. These tools may include, but are not limited to, area planning, infrastructure improvements, changes to zoning or development standards and financial incentives.

**5.08 Partnerships.**

The efforts of the city and the private sector to enhance the economic prosperity of the community are directly and indirectly supported by several organizations and entities. This includes the University of Colorado, Downtown Boulder Inc., Boulder Chamber of Commerce and the Boulder Economic Council, Boulder Convention and Visitors Bureau, Boulder Innovation Center, the Boulder Valley School District, and other groups. Though each has an independent focus, their work contributes to the overall quality of life enjoyed within the community. The city and county understand the central role that the Federal Labs and the University of Colorado play in our economy. The city will take an active role in efforts to preserve the State and Federal funding for these entities to ensure they remain in Boulder and will pursue mutually beneficial partnerships. The city and county will encourage and support dedicated efforts of the public school system as well as the variety of post-secondary educational institutions to offer quality continuing education and vocational training.

**5.09 Vital and Productive Retail Base.**

With Boulder's retail role in the region changing, the city and county recognize the need for the city to actively support its retail base.

- a) The city will update its land use regulations to encourage and facilitate private reinvestment and redevelopment of its retail centers. Particular emphasis will be focused on creating opportunities for mixed use centers incorporating retail, entertainment, office and residential uses served by transit.
- b) The city will coordinate its Capital Improvements Program in a manner where public infrastructure investments may be completed in conjunction with approved city adopted plans as incentives to encourage private investments to occur.
- c) The city will support coordinated public/private initiatives at the regional activity centers, including downtown Boulder, University Hill and the Boulder Valley Regional Center. It will also consider, depending upon specific circumstances and opportunities/needs, initiatives designed to facilitate mixed use development at community retail centers where appropriate.

- d) The city will develop and implement a retail strategy that will address the market opportunities and shopping needs of the community and identify strategies to improve the retail base and the city's sales tax revenues.

**5.10 Funding City Services.**

The city will encourage a strong sustainable economy to fund quality city services for the public that are consistent with community goals and character.

**5.11 Role of Tourism in the Economy.**

Recognizing the unique character of Boulder, the city will support on-going efforts to implement a tourism program with various partners including the Boulder Convention and Visitors Bureau, study the existing and future role of tourism in the community and track the impact of tourism on the economy.

**5.12 Role of Arts and Cultural Programs.**

The city and county will support and encourage further development of arts and cultural programs that can serve as attractors for new business investment as well as enhance quality of life. (See Policy 3.19 The Arts.)

**5.13 Role of Agriculture.**

The city and county will foster and assist continued agricultural production in the Boulder Valley. A viable agricultural economy is an important tool for preserving the rural character of Area III and providing an opportunity to grow and/or market locally produced food, fiber and horticultural products. (See Policy 2.09 Agricultural Land.)

## 6. Transportation

*The transportation system is a dominant feature in our community, both in terms of our financial investment in it and how it shapes and defines the community. Its development and management need to serve the broader community goals of maintaining a liveable community with a high quality of life and preserving the natural environment of the Boulder Valley. The city is committed to a balanced, multimodal transportation system, which means maintaining the street network, maximizing its efficiency to move travelers, improving travel modes that offer an alternative to the automobile and providing adequate financing.*

Movement is a defining characteristic of life, and we travel to access our work, school, shopping and entertainment opportunities. For most of us, travel itself is not the purpose, but rather it is the accessibility to other activities provided by traveling that contributes to our quality of life. There is a close relationship between land use, the transportation system, and community perceptions of safety, convenience, aesthetics and environmental quality. The performance and condition of the transportation system affects where and how people live, work, shop and play.

A fundamental premise of the comprehensive plan and the [Transportation Master Plan \(TMP\)](#) is that the transportation system be developed and managed in conjunction with land use, social and environmental goals. A mature community like Boulder has little opportunity to add road capacity as widening streets and building new roads would have significant negative environmental, community character and financial impacts. Therefore, Boulder's challenge is to manage and improve the existing system to accommodate increasing demands for travel through greater efficiency and a broader range of travel choices. Consequently, the strategies of the TMP center on maintaining and developing a balanced transportation system that supports all modes of travel, on making the system more efficient in carrying travelers, maintaining that system adequately and on achieving a shift away from the single-occupant vehicle (SOV). These strategies have reduced the percent of resident SOV travel from 44 percent of all trips in 1994 to 39 percent of all trips in 2003.

Reducing the SOV mode share also supports the city's objective of 'no long-term increase in traffic' measured from 1994. Rapid continuing increases in vehicle traffic will increase traffic congestion, worsen air pollution and increase noise and neighborhood impacts to unacceptable levels for most residents. While vehicle traffic is still increasing, Boulder has succeeded in slowing the increase and achieved travel patterns that are very different from the rest of the region. Between 1990 and 2003, vehicle miles traveled (VMT) in the Boulder Valley increased at about one percent a year, contrasting with a more than five percent annual increase for the Denver region. The 'no growth' objective has always been recognized as ambitious, and now regional population growth and continued employment growth in Boulder have raised the challenge by increasing the number of those commuting into Boulder. The community has already reached the population and employment levels expected in the 1996 TMP for 2020. In response to these changes, the 2003 TMP identified four focus areas for improvement: completing the multimodal corridors, addressing regional travel, increasing travel demand management (TDM) efforts and providing adequate funding for the transportation system.

**6.01 All-Mode Transportation System.**

The Boulder Valley will be served by an integrated all-mode transportation system. The city and county will work together to develop a balanced transportation system including completed networks for each mode and safe and convenient connections between modes.

The network of public rights-of-way and easements that create travel corridors are the primary infrastructure for all modes and will be managed and expanded to balance their use among all modes. Pedestrian travel is involved in most trips and is the basis for all other modes of travel.

Improvements to the travel corridors network will be made in a manner that preserves or improves the capacity or efficiency of all modes. (See Policy 2.31 Commitment to a Walkable City.)

**6.02 Reduction of Single Occupancy Auto Trips.**

The city and county will pursue the quality of life goals of residents by promoting greater use of alternatives to single occupancy automobile travel. It is the city's specific objective to continue progress toward 'no long-term growth in traffic' through the year 2025 within the Boulder Valley while providing for increased mobility through completing the multimodal transportation system.

**6.03 System Completion.**

The city and county will strive to make bicycling, walking and transit convenient and safe by completing the systems for these modes and providing seamless connections between the systems developed in the city and county.

The city will provide a combination of on-street and off-street bicycle and pedestrian facilities to accommodate a variety of user types and to provide users with a choice of the type of environment in which to walk or bike.

The city will seek to cooperate with RTD to incrementally increase the community-based, high-frequency transit system in the designated multimodal corridors.

The city and county will work to develop regional consensus for multimodal improvements to regional corridors, including cooperation with RTD to develop high quality, high frequency transit service between the communities of the region and between centers of employment and housing.

**6.04 Multimodal Strategies.**

The city and county will cooperatively plan multimodal strategies for limiting traffic growth while accommodating increases in anticipated travel. The city may engage neighboring communities and other entities such as the University of Colorado, Boulder Valley School District, and private employers in developing these programs. This will include developing and implementing travel demand management programs reflecting an integrated approach including marketing, education, pass programs, improved facilities and new services.

As part of the city's strategy for growth to pay its own way, new developments will be required to consider and include travel demand management approaches such as the Eco Pass, parking cash out, parking pricing, employer trip reduction programs, flex-time and telecommunicating in their efforts to reduce the vehicle miles traveled (VMT) produced by the development.

**6.05 Accessibility.**

The city and county will develop a balanced all-mode transportation system that provides transportation choices, services and facilities for people with mobility impairments, as well as youth, older adults and low-income persons.

**6.06 Mobility Services.**

The city and county will increase their support for mobility services for older adults and people with disabilities to reflect the expected increases in these populations.

**6.07 Multimodal Investment.**

To protect previous investments and ensure efficient use of existing travel corridors, the city and county will prioritize their investment first to maintenance and safety improvements of the existing modal systems. Second priority is given to capacity additions for the non-automotive modes and efficiency improvements for existing road facilities such as adding signals, turn lanes, and signage that increase levels of service without adding through-lanes.

The city will prioritize its efficiency and capacity investments to the identified multimodal corridor segments of the TMP investment programs.

The city will work cooperatively with the county and neighboring communities to create multimodal corridors linking the communities and linking Boulder County to the region.

**6.08 Congestion.**

The city will increase the efficiency of travel on the street system, develop the non-automotive systems, promote innovative strategies and implement travel demand management strategies to limit the increase in congestion while accommodating the expected increase in travel.

The city and county will promote the greater use of alternatives to single-occupancy automobile travel with the objective of limiting the extent and duration of congestion, defined as Level of Service (LOS) F, to 20 percent of the roadway system within the Boulder Valley while providing for increased mobility.

**6.09 Transportation Impact.**

Traffic impacts from a proposed development that cause unacceptable community or environmental impacts or unacceptable reduction in level of service will be mitigated. All development will include strategies to reduce the vehicle miles traveled (VMT) generated by the development.

New development will be designed and built to be multimodal and pedestrian-oriented. Strategies to reduce the VMT generated by new development will include all modes of travel as well as travel management programs such as the Eco Pass. The design of new development will especially focus on providing continuous modal systems through the development, on connecting these systems to those surrounding the development and on providing connections between the modes. (See Policy 3.05 Growth to Pay Fair Share of New Facility Costs.)

The city will provide tools and resources to help businesses manage employee access and mobility and support public-private partnerships such as transportation management organizations to facilitate these efforts.

#### **6.10 Multimodal Development.**

The transportation system will accommodate the planned land use pattern, which includes higher densities and mixed use in the core area and activity centers, a variety of densities in the fringe areas, compact community size, and the possibility of one or more city auto-free zones in the future.

Three intermodal centers will be developed or maintained in the downtown, the Boulder Valley Regional Center, and on the university's main campus to anchor these three activity centers to regional transit connections and to serve as hubs for connecting pedestrian, bicycle and local transit to regional services.

The land along multimodal corridors will be designated as multimodal transportation zones when transit service is provided on that corridor. In these multimodal transportation zones, the city will develop parking maximums and encourage parking reductions.

To minimize the negative impacts from automobiles, the city will develop strategies to facilitate and encourage the use of small, fuel efficient automobiles, particularly for urban commuting.

#### **6.11 Managing Parking Supply.**

The city will actively manage parking supply in the community consistent with the desire to reduce single-occupant vehicle travel and limit congestion. Parking needs will be accommodated in the most efficient way possible with the least number of new parking spaces. The city will promote parking reductions through parking maximums, shared parking, parking districts and parking management programs where appropriate and taking into account impacts to surrounding areas.

#### **6.12 Neighborhood Integration.**

The city and county will strive to protect and improve the quality of life within neighborhoods while at the same time facilitating the movement of vehicular, bike and pedestrian traffic. Improving access and safety within neighborhoods by controlling vehicle speeds will be given priority over vehicle mobility.

Transportation actions will not be implemented solely to shift a problem or impact from one location to another. Neighborhood needs and goals will be balanced against the community benefit of a transportation improvement.

**6.13 Neighborhood Streets Connectivity.**

New neighborhood streets will be designed in a well connected and fine-grained pattern of streets and alleys to effectively disperse and distribute vehicle traffic and to promote bike and pedestrian travel.

**6.14 Integrated Design.**

The city and county will design all transportation facilities to contribute to a positive and attractive visual image and the desired community character.

**6.15 Improving Air Quality.**

The city will develop a highly connected and continuous transportation system for all modes, including a grid-based transportation pattern allowing for convenient and efficient travel by all modes. The city will look for opportunities to complete missing links of the current transportation grid through the use of area transportation plans and at the time of parcel redevelopment.

The city and county will design the transportation system to minimize air pollution by promoting the use of non-automotive transportation modes, encouraging the use of fuel efficient and alternatively fueled vehicles that demonstrate air pollution reductions, reducing auto traffic, maintaining acceptable traffic flow, and siting facilities so they do not block air drainage corridors. The city and county will cooperate with other entities that make transportation decisions to achieve these ends. (See Policy 4.37 Integration of Water and Air Quality with Transportation Planning.)

**6.16 Noise Abatement.**

The city and county will design and construct new transportation facilities so as to minimize noise levels. (See Policy 2.19 Compatibility of Adjacent Land Uses.)

## 7. Housing

*Healthy communities foster strong families, a sustainable economy and a sense of belonging among its members. The availability of affordable housing is at the heart of what it takes to sustain a healthy community. There is no single solution, and a variety of measures are needed to address the community's housing needs. Addressing those needs is essential to preserving the richness of our community's perspectives, experiences and voices. The range of available housing opportunities helps to define a community. The comprehensive plan, which identifies the desired locations, densities and types of housing planned for Boulder, is an integral link in the community's housing strategy.*

The high cost of local housing results in many households paying a disproportionate amount of their income for housing or moving farther from their work in order to find housing that they can afford. Housing cost burdened households have less money available for other necessities and generally find that they are unable to actively participate in the community. This leads to additional demands on supportive human services and to an exclusion of key members of our society from the civic infrastructure. Research has shown that stable, affordable housing is pivotal for enabling families to address other needs and be self sufficient, productive members of the community.

Boulder cannot house everyone who would like to live here. However, the social, economic and environmental well-being of the community is enhanced when families are retained, workers are housed and existing residents with changing or special housing needs are served. Through a variety of policies, programs and regulations a definitive difference can be made in the type, number, and affordability of new and existing housing units and in the programs and assistance available to those who have limited resources or special needs.

The city's Comprehensive Housing Strategy, completed in 1999, examined possibilities for increasing choices and ensuring that the income diversity that has historically characterized Boulder can be maintained. The strategy recommended a variety of actions that address both existing and new housing, subsidized and market-rate housing, rental and owner-occupied, and single-family and multi-family housing. The city's [Housing and Human Services Master Plan](#), developed in 2005, provides a variety of policies and strategies for serving the diverse needs of Boulder residents. In particular it outlines strategies for achieving the Boulder Valley Comprehensive Plan goal to have 10 percent of the total housing stock as permanently affordable within 15 years or less.

### Local Support for Community Housing Needs

#### **7.01 Local Solutions to Affordable Housing.**

The city and county will emphasize locally developed solutions to meet the housing needs of their low and moderate income households, including those who work but may not live in Boulder County. The city and county further recognize that such needs may not be met solely through private development. To facilitate availability of housing for this segment of the population, appropriate federal, state and local programs and resources will be used both locally and in collaboration with other jurisdictions. The city's pursuit of additional affordable housing programs will include an analysis of the

unmet need for such programs as well as an analysis of the financial, social, demographic and community resources and constraints.

**7.02 Supply of Affordable Housing.**

There is a growing concern about the availability of affordable housing for low and moderate income families in the Boulder Valley. The city will continually monitor and evaluate its policies, programs and regulations that affect land cost, development fees, and other associated development costs to ensure that these costs are compatible with the overall goal of affordable housing. Where appropriate, incentives and regulations will be employed to encourage construction of affordable housing or to mitigate the costs of constructing and acquiring permanently affordable housing. (See Policy 2.22 Incentives for Mixed Use.)

**7.03 Permanently Affordable Housing.**

The city will increase the proportion of permanently affordable housing units to an overall goal of at least ten percent of the total existing housing stock through regulations, financial subsidies and other incentives. City resources will also be directed toward maintaining existing permanently affordable housing units and securing replacements for lost low and very low income units. The city will continually evaluate existing and potential affordable housing efforts in order to ensure that the continuum of housing needs in the community as well as its affordable housing goals can be met.

**7.04 Populations with Special Needs.**

The city and county will encourage development of housing for very low and low income populations with special needs including facilities for the older adults, people with disabilities and other populations requiring group homes or other specialized facilities where appropriate. The location of such housing should be in proximity to shopping, medical services, entertainment and public transportation. Every effort will be made to avoid concentration of these homes in one area. (See Policy 2.40 Physical Design for People and Policy 6.05 Accessibility.)

**7.05 Strengthening Community Housing Partnerships.**

The city will create and preserve partnerships dedicated to the community's housing needs by providing technical assistance, periodically reviewing and revising its regulations and, where appropriate, approving public funding. The city will facilitate partnerships with community employers in order to encourage the creation of employee housing, support private and nonprofit agencies that create and maintain permanently affordable housing in the community, foster nonprofit and private sector partnerships and support the university in its efforts to increase the amount of on-campus student housing.

## **Preserve Housing Choices**

**7.06 Mixture of Housing Types.**

The city and county, through their land use regulations and incentive programs, will encourage the private sector to provide and maintain a mixture of housing types with varied price ranges and densities, which attempt to meet the affordability needs of a

broad range of the Boulder Valley population. This includes families, essential workers, older adults, persons with disabilities, at-risk children and adults and vulnerable, very low income residents. (See Policy 2.18 Mixture of Complementary Land Uses and Policy 2.42 Enhanced Design for the Built Environment.)

**7.07 Preserve Existing Housing Stock.**

The city and county, recognizing the value of their existing housing stock, will encourage its preservation and rehabilitation through its land use policies, regulations and incentives. Special efforts will be made to preserve and rehabilitate existing low and moderate income units in order to meet the needs of all residents in the community. (See Policy 2.14 Preservation of Community Character.)

**7.08 Preservation and Development of Manufactured Housing.**

Recognizing the importance of manufactured housing as an option for many households, the city and county will encourage the preservation of existing mobile home parks and the development of new manufactured home parks, including increasing opportunities for resident-owned parks. Whenever an existing mobile home park is found in a hazardous area, every reasonable effort will be made to reduce or eliminate the hazard, when feasible, or to help mitigate for the loss of housing through relocation of affected households, development of additional manufactured housing capacity in the county or other appropriate means.

## Advance and Sustain Economic Diversity

**7.09 Balancing Housing Supply with Employment Base.**

Consistent with the city's growth management system, expansion of the Boulder Valley housing supply should reflect to the extent possible current employer locations, projected industrial/commercial development sites, and the demand such developments bring for housing employees. Key considerations include housing type, mix, and affordability required to house the employee base of current and anticipated employers. (See Policy 1.21 Jobs:Housing Balance.)

**7.10 Keeping Low- and Moderate-Income Workers in Boulder.**

The city will explore policies and programs to increase housing for low and moderate income Boulder workers, particularly essential workers, by fostering housing opportunities through mixed-use and multi-family development, developing permanently affordable housing on vacant and redevelopable sites, by considering the conversion of commercial and industrial zoned or designated land to residential use, and providing preferences within city-subsidized projects for housing Boulder's workforce. (See Policy 2.21 Mixed Use.)

## Integrate Growth and Community Housing Goals

**7.11 Incorporate Mix of Housing in Future Service Area.**

In considering future expansion of the service area, the city will identify possible sites for low and moderate income households. Designation of land uses in new growth areas

will provide for a mixture of housing types and densities in order to meet the diversity of housing needs.

**7.12 Maintain Overall Housing Affordability.**

It is a goal of the city to maintain and promote the affordability of Boulder's housing stock to meet the needs of residents along the full range of income levels. The city recognizes that decisions regarding development and redevelopment, including the size and density of houses, can impact the overall affordability of housing in a neighborhood.

**7.13 Conversion of Residential Uses in the Community.**

The city will evaluate and revise its land use regulations to reduce the opportunities for the conversion of residential uses to non-residential uses or to require mitigation for residential units lost through the redevelopment of existing housing or the conversion of a residential use to non-residential uses. (See Policy 2.16 Preservation of Existing Residential Uses.)

**7.14 Integration of Permanently Affordable Housing.**

Permanently affordable housing, whether publicly, privately or jointly financed, will be designed as to be compatible, dispersed, and integrated with housing throughout the community.

**7.15 Minimizing Displacement.**

The city will evaluate its policies and regulations in order to minimize the negative effects of displacement on low income persons when housing sites are redeveloped by the private sector. A variety of mitigation requirements may be considered. Available relocation assistance options in the community will continue to be offered to displaced low-income persons.

## 8. Human Services

*For a community to preserve and maintain a high quality of life for all of its residents, it must provide certain facilities and services, among which are human service programs and a focus on promoting cultural, social and economic equity. Human services are broadly defined as those programs that care for people's physical and mental health, economic well-being and social needs. Social equity is broadly defined as insuring the needs of all members of the community, including those who are low income and marginalized, are considered and included in the planning and decision-making process. The role of human services in the comprehensive plan revolves around two primary issues: 1) The policies and investments that guide the provision of human services, and 2) The social implications of proposed physical development. Completion of the Community Sustainability Goal Committee Strategic Workplan will broaden the social and human services policy scope.-*

Many residents struggle with incomes that are insufficient to meet basic needs. High local housing costs and escalating health care costs, combined with low wages, leave many people without sufficient resources to cover essential needs, such as food, housing, health care, child care and transportation. These factors place a heavy demand on local human service systems.

While poverty is clearly a risk factor for many problems, it is by no means the sole determinant contributing to the need for human services. Alcohol and drug use, suicide, child abuse and neglect, domestic violence, social isolation and other issues impact all members of the community, regardless of economic status. Because of finite resources, public human services often give priority to low-income residents and those with chronic disabilities.

An increasingly diverse community, the aging of the population, income disparity among residents, the high percentage of parents in the labor force, and issues of concern for youth will bring challenges to the human services network. The provision of human services in the community is related to social conditions that are impacted by other factors, such as the local economy, availability of transportation, significant events, and local regulations.

These trends and factors create a greater need for community involvement to address social issues. Involvement is key to addressing equity issues. Outreach to all residents of the community and inclusion in problem solving widens the view of community priorities, minimizes inequities, and creates more informed solutions to local problems.

The fundamental goal of human services is to improve life conditions by responding to economic, social and health needs, especially in time of crisis. To attain this goal, human services are designed to assist individuals and families in meeting primary needs, with the ultimate goal of helping people achieve self-sufficiency and become, or continue to be, contributing members of the community. These basic needs include:

- Survival (e.g., housing/shelter, food, safety, clothing)
- Physical and mental health care
- Sustaining gainful employment (e.g., available child care)
- Social support and assistance, especially in times of personal or family crisis (e.g., information and referral and emergency assistance)

- Management of chronic or situational disabilities (e.g., care and treatment) -
- Access to available, appropriate services (e.g., transportation and information)

A signature mark of human services in the Boulder community is the extent and success of partnerships among public and nonprofit agencies. Another noteworthy feature is the extent to which problems are addressed using local resources. Both of these factors are particularly important during times of diminished state and federal funding. Human services contribute to the character and quality of life of the entire community, not just those receiving services. For example, child care assistance helps employees of local business retain jobs, and the availability of health care through nonprofits supports employees of business that do not provide health care. A family with access to primary medical care will avoid more costly future treatment and directly impacts a child's ability to learn in school or a parent's ability to work.

**8.01 Provide for Broad Spectrum of Human Needs.**

The city and county will develop and maintain human service programs that provide for the broad spectrum of human needs, where governmental involvement is appropriate, from the most basic needs for food, health and shelter through prevention and early intervention services that forestall worsening social conditions and treatment.-

**8.02 City Human Service Program Funding.**

The city's funding of human service programs will be guided by the following themes, identified in the Housing and Human Services Master Plan: promotion of healthy, nurturing families - prenatal through adolescence; provision of home, school and community-based services; provision of comprehensive, intensive and flexible services; and a balance among prevention, intervention and treatment strategies. Appropriate adjustments will be made to reflect changing demographics and community needs.

**8.03 Community Engagement.**

Outreach to diverse residents, organizations and business communities, and those not typically engaged, will be included in the development of human service programs to meet community needs.

**8.04 Access to Services.**

The city and county will ensure that all residents have access to information on available human service programs.

**8.05 Regular Assessment of Community Needs.**

The city and county will regularly assess the needs for human services and changes in the provision of services to address the current and relevant social concerns of the community.

**8.06 Periodic Evaluation of Program Effectiveness.**

The city and county will develop and maintain a periodic evaluation of outcomes and effectiveness of human service programs.

**8.07 Regional Cooperation.**

The city and county will encourage cooperation between public, private, and nonprofit organizations through the development of commonly acknowledged goals and coordination of services where appropriate, for the public good, to leverage resources and strengthen systems of services.

**8.08 Support of Children, Youth and Families.**

The city and county will support and encourage prevention and early intervention programs that support children, youth and families to achieve their full potential and become self-reliant, contributing members of the community.

## II. Amendment Procedures

The Boulder Valley Comprehensive Plan is a joint policy document that is adopted by the city of Boulder and Boulder County in their legislative capacities. Any amendment to the plan is also legislative in nature. The plan is updated periodically to respond to changed circumstances or community needs. Changes to the comprehensive plan fall into three categories:

- Changes that may be considered at any time
- Changes that may be considered during a mid-term review
- Changes that may only be considered during the five-year update

For changes to the plan:

- Where the “county” alone is referred to in the policy, the policy may be amended by the county, after referral to the city.
- Where the “city” alone is referred to in the policy, the policy may be amended by the city, after referral to the county.
- All other policies will be construed to be joint city and county statements of policy, and are to be amended by joint action.
- Where a particular “area” is not specified in the policy text, the policy will apply to all areas.

This section describes the different types of changes, the process for making changes, the criteria for determining which process to follow, and the procedures for approving proposed changes.

The types of changes, when they may be considered, and whether they are subject to approval by the city (Planning Board and City Council), the county (County Planning Commission and County Commissioners), or the city and county (Planning Board, City Council, County Planning Commission, and County Commissioners) is summarized in the following table:

Type of change	When	Process
Land Use Map	If related to rezoning or annexation, may be considered at any time All others, at Mid-term or 5 year update	City approval subject to county referral if meets criteria and related to annexation or rezoning, or in Area I All others, city and county approval
Change from Area IIb to IIa	May be considered at any time if meets criteria	City approval subject to county referral
Changes to the Area II/III boundary	Mid-term (minor changes) 5 year	City and county approval
Policies	Mid-term (minor only) 5 year	Joint policies approved by city and county; city or county policies by relevant jurisdiction
<ul style="list-style-type: none"> <li>• Amendment Procedures</li> <li>• Referral Process</li> <li>• Land Use Map Descriptions</li> </ul>	Mid-term 5 year	City and county approval
<ul style="list-style-type: none"> <li>• Plan and Program Summaries</li> <li>• Urban Service Criteria and Standards</li> </ul>	Any time	City approval

## **1. Changes that may be considered at any time**

The following changes may be considered at any time and require approval by the city Planning Board and City Council.

a. Types of changes that may be considered at any time if they meet the criteria set forth in Subsection b below:

- Land Use Map changes
- Changes to the Master Plan and Program summaries
- Changes to the Urban Service Criteria and Standards
- Changes to the Subcommunity and Area Plan section
- Changes in designation of land from Area IIB to Area IIA

b. Criteria for eligibility for changes that may be considered at any time:

(1) Land Use Map changes:

The Land Use Map is not intended to be a zoning map. It is intended to provide policy direction and definition for future land uses in the Boulder Valley. Thus, a change to the land use designations may be considered at any time if it is related to a proposed change in zoning or proposed annexation and meets all of the following criteria:

- (a) The proposed change is consistent with the policies and overall intent of the comprehensive plan.
- (b) The proposed change would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the city.
- (c) The proposed change would not materially affect the land use and growth projections that were the basis of the comprehensive plan.
- (d) The proposed change does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the overall service area of the city of Boulder.
- (e) The proposed change would not materially affect the adopted Capital Improvements Program of the city of Boulder.
- (f) The proposed change would not affect the Area II/Area III boundaries in the comprehensive plan.

(2) Criteria for changes in designation of land from Area IIB to Area IIA:

- (a) The proposed change is compatible with the city's existing and planned urban facilities and service systems, as demonstrated by such factors as:
  - (i) The full range of urban facilities and services are available, or will be available within three years, as specified in the urban service standards to be provided through city capital improvements and private investment.
  - (ii) The timing, design and operation of required facility and service improvements are consistent with the city's Capital Improvements Program, master plans and urban service standards in the comprehensive plan.
  - (iii) Off-site improvements that are provided by developers ahead of scheduled capital improvements will not result in premature demand for additional city-provided improvements.
  - (iv) City off-site capital facility costs to serve the property can be recovered by development excise taxes and development exactions.
- (b) The proposed change would be consistent with the city's ability to annex within three years, as demonstrated by such factors as:

- (i) The property is currently contiguous to the city or there is a reasonable expectation of contiguity within three years, based on expected development trends and patterns.
- (ii) The public costs of annexation and development of Area IIA properties can be accommodated within the city's Capital Improvements Program and operating budget.
- (c) The proposed change would be consistent with a logical expansion of city boundaries, as demonstrated by such factors as: encouraging a contiguous and compact development pattern; encouraging infill and redevelopment or a desired opening of a new growth area; enhancing neighborhood boundaries or edges.

c. Procedures for changes that may be considered at any time:

- (1) Requests for changes may be initiated by the city or the property owner:  
A request initiated by the property owner must be submitted in writing to the city's Planning Department and must address the criteria for processing the request separately from a mid-term or five-year review.
- (2) The city will make a referral with preliminary comments to the county Land Use Department for comment. For land use changes and changes from Area IIB to IIA, the county will have 30 days after receipt of the referral to provide written notice to the city as to whether the proposed change meets the criteria. If the county determines that the proposed change does not meet the criteria, then the requested change will be processed at the time of the next mid-term or five-year review and will require four body review and approval.
- (3) Requests for land use changes and changes from Area IIB to IIA will be considered based on the criteria in Section 1.b.(2) above at a public hearing of the city Planning Board.

If there is an accompanying rezoning application or annexation petition, this review may be concurrent with consideration of those matters. Changes determined to meet the criteria in this section may still be deferred by the city Planning Board or City Council to the mid-term or five-year review upon a finding of good cause.

## 2. Mid-term review changes

Changes to the comprehensive plan may be proposed in a mid-term review. A mid-term review may be initiated at some point between five-year major updates as needed. The purposes of the mid-term review are to address objectives identified in the last major update and progress made in meeting those objectives, provide an opportunity for the public to request changes to the plan that do not involve significant city and county resources to evaluate, make minor additions or clarifications to the policy section and to make minor adjustments to the service area boundary. The mid-term review is not intended to be a time to consider major policy changes.

a. Types of changes that may be considered as part of the mid-term review:

The following changes to the Boulder Valley Comprehensive Plan may be considered at the mid-term review:

- (1) Changes that require approval by the city Planning Board and City Council:
  - Land Use Map changes located in Area I subject to the criteria in Section 1.b.(1) above
  - Changes to the Master Plan and Program summaries
  - Changes to the Urban Service Criteria and Standards
  - Changes to the Subcommunity and Area Plan section

- Changes in designation of land from Area IIB to Area IIA subject to the criteria in Section 1.b.(2) above
- (2) Changes that require approval by the city Planning Board, City Council, County Planning Commission and County Commissioners.
- Changes to the Land Use Map (other than those allowed by city approval in Section 2.a.(1) above)
  - Changes to the Plan Amendments section
  - Changes to the Land Use Map Description section
  - Minor additions or clarifications to the policy section
  - Minor Service Area boundary changes subject to the criteria set forth below
  - Boulder Valley Planning Area expansions and contractions, i.e., changes to the Area III outer boundary subject to the criteria set forth below
- b. Criteria for minor service area boundary changes and Boulder Valley Planning Area expansions and contractions:
- (1) Minor adjustments to the service area boundary
- Minor adjustments to the service area boundary are small, incremental service area expansions that create more logical service area boundaries. Changes in designation of land from Area III to Area II may be eligible to be approved as a minor service area boundary adjustment based on the following criteria:
- (a) Maximum size: The total size of the area must be no larger than ten acres.
  - (b) Minimum contiguity: The area must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.
  - (c) Logical service area boundary: The resulting service area boundary must provide a more logical service area boundary (Area III/II), as determined by factors such as more efficient service provision, a more identifiable edge to the urbanized area or neighborhood, a more functional boundary based on property ownership parcel lines or defining natural features.
  - (d) Compatibility with the surrounding area and the comprehensive plan: The proposed change of Area III to II must be compatible with the surrounding area as well as the policies and overall intent of the comprehensive plan.
  - (e) No major negative impacts: It must be demonstrated that no major negative impacts on transportation, environment, services, facilities, or budget will result from an expansion of the service area.
  - (f) Minimal effect on land use and growth projections: The proposed change of Area III to II change does not materially affect the land use and growth projections that were the basis of the comprehensive plan.
  - (g) Minimal effect on service provision: The proposed change of Area III to II does not materially affect the adequacy or availability of urban facilities and services to the immediate area or the overall service area of the city of Boulder.
  - (h) Minimal effect on the city's Capital Improvements Program: The proposed Area III to II change does not materially affect the adopted Capital Improvements Program of the city of Boulder.
  - (i) Appropriate timing: The proposed Area III to II change will not prematurely open up development potential for land that logically should be considered as part of a larger service area expansion.
- (2) Boulder Valley Planning Area expansions or contractions:

An Area III outer boundary change may be initiated by the city or the county and will be approved only if it is demonstrated that either expansion or contraction of the planning area is needed due to changed circumstances or past error in determining the boundary.

c. Procedures for changes that may be considered as part of the mid-term review:

- (1) Prior to the beginning of the mid-term review, the city Planning Department and county Land Use Department will establish a process and schedule for the update. This will include an opportunity for landowners and the general public to submit request for changes to the plan. The schedule and process will be revised as needed during the review process.
- (2) For those changes eligible for approval by the city Planning Board and City Council, the city Planning Department will make a referral to the county Land Use Department for comment. For changes to the Land Use Map located in Area I and changes from Area IIB to Area IIA, the county will have 30 days from the date of receipt of the city's referral to provide written notice to the city if the county finds that the proposed change does not meet the applicable criteria for eligibility. Such finding on the part of the county will require that the requested change be subject to approval by each of the four bodies.
- (3) All four approval bodies will hold initial meetings with their staffs to identify changes they wish to be considered as part of the mid-term review. Public attendance is welcomed, but review of public applications will not occur at this time.
- (4) Proposed changes from the public, staff and approval bodies will be reviewed by the city Planning Department, which will prepare a recommendation in consultation with the county Land Use Department on whether to include each proposed change in the mid-term review. Determination of whether to include a proposed change will be made based upon:
  - (a) consistency with the purposes of the mid-term review as described in 3. above,
  - (b) available resources to evaluate the proposed change (city and county staffing and budget priorities),
  - (c) consistency with current BVCP policies and
  - (d) compatibility with adjacent land uses and neighborhood context.
- (5) The city Planning Board will consider all requests for changes together with the staff recommendations at a public hearing and will compile a list of proposed changes to be considered during the mid-term review.
- (6) Requests for changes to the comprehensive plan that affect an area designated Open Space will be reviewed by the city Open Space Board of Trustees and the county Parks and Open Space Advisory Committee. The board of trustees will make a recommendation prior to any action on that change.
- (7) After a list of proposed changes to be considered during that year's review has been determined, the city Planning Department and county Land Use Department will study, seek appropriate public input, and make recommendations concerning proposed changes. The city Planning Board will then initiate the hearings on whether to approve, modify or deny any of the proposed changes.

### **3. The five-year review**

The comprehensive plan will be reviewed at least every five years for possible amendments to reflect changes in circumstances and community desires.

a. Types of changes that may be considered at the five-year review:

Any change to the comprehensive plan may be considered at the five-year review including those that may be considered at other times pursuant to the provisions set forth above. However, certain kinds of changes will be considered only at the five-year review and must be approved by each of the four signatory bodies: the city Planning Board, City Council, County Planning Commission and County Commissioners.

Those include:

- Service area expansions or contractions (changes in the Area II/III boundary) that do not satisfy the criteria for consideration as part of a mid-term review
- Area III-Rural Preservation Area expansions or contractions
- Major changes to policy sections

b. Criteria for approval for Service Area and Area III expansions or contractions:

(1) Service Area expansions (Area III-Planning Reserve to Area II changes)

Following preparation of a service area expansion plan (see Sections 3.c.3 below), the city and county must determine that the proposed change from Area III - Planning Reserve to Area II meets the following criteria:

- (a) Provision of a community need: Taking into consideration an identified range of desired community needs, the proposed change must provide for a priority need that cannot be met within the existing service area.
- (b) Minimum size: In order to cohesively plan and eventually annex by neighborhoods and to build logical increments for infrastructure, it is encouraged that the minimum size of the parcel or combined parcels for Service Area expansion be at least forty acres.
- (c) Minimum contiguity: The parcel or combined parcels for Service Area expansion must have a minimum contiguity with the existing service area of at least 1/6 of the total perimeter of the area.
- (d) Logical extension of the service area: The resulting service area boundary must be a logical extension of the service area. Factors used in making this determination include but are not limited to an efficient increment for extending urban services; a desirable community edge and neighborhood boundary; and a location that contributes to the desired compact urban form.
- (e) Compatibility with the surrounding area and comprehensive plan: The proposed Area III-Planning Reserve area to Area II change must be compatible with the surrounding area and the policies and overall intent of the comprehensive plan.
- (f) No major negative impacts: The Service Area Expansion Plan must demonstrate that community benefits outweigh development costs and negative impacts from new development and that negative impacts are avoided or adequately mitigated. To this end, the Service Area Expansion Plan will set conditions for new development, and it will specify the respective roles of the city and the private sector in adequately dealing with development impacts.
- (g) Appropriate timing for annexation and development: A reasonable time frame for annexation is projected within the planning period after Area III-Planning Reserve area land is brought into the service area.

- (2) Service Area contractions (changes from Area II to Area III-Rural Preservation Area)  
Proposed changes from Area II to Area III-Rural Preservation Area must meet the following criteria:
  - (a) Changed circumstances indicate either that the development of the area is no longer in the public interest, the land has or will be purchased for open space, or, for utility-related reasons, the city of Boulder can no longer expect to extend adequate urban facilities and services to the area within 15 years;
  - (b) Any changes in proposed land use are compatible with the surrounding area and the policies and overall intent of the comprehensive plan.
- (3) Area III-Rural Preservation Area expansions:  
Expansion of the Area III-Rural Preservation Area must meet the following criteria:
  - (a) There is a desire and demonstrated need for expansion of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form).
- (4) Area III-Rural Preservation Area to Area III – Planning Reserve  
Changes of land from the Area III-Rural Preservation Area to the Area III-Planning Reserve Area must meet the following criteria:
  - (a) There is a demonstrated need for contraction of the Area III-Rural Preservation Area due to changed circumstances, community needs, or new information on land use suitability (e.g., environmental resource or hazard constraints, feasibility of efficient extension of urban services, and compact and efficient urban form); and
  - (b) Land to be considered for a change from Area III-Rural Preservation Area to Area III-Planning Reserve must have a minimum contiguity with the Area III-Planning Reserve area or the existing service area (Area I or Area II) of at least 1/6 of the total perimeter of the area.

c. Procedures for the five-year review:

- (1) Process and schedule  
Prior to the beginning of the five-year review, the city Planning Department and the county Land Use Department will establish a process and schedule for the update. The schedule and process will be revised as needed during the review process. The process will include an opportunity for landowners and the general public to submit requests for changes to the plan. All submittals for proposed changes will be reviewed at initial public hearings. Staff will provide recommendations and the approval bodies will provide direction on which proposals should go forward and which proposals should receive no further consideration. During each five-year review, the city and the county will assess whether or not the service area or the Area III-Rural Preservation Area should be expanded or contracted.
- (2) Expansions or contractions of Area III – Rural Preservation Area  
Prior to consideration of an expansion of the Area III – Rural Preservation Area or a change from Area III- Rural Preservation Area to Area III Planning Reserve Area, a study will be completed by the city and county demonstrating compliance with the criteria applicable to the proposed change. The city or the county will decide whether to authorize a study of the proposed change after a public hearing is held.
- (3) Changes from Area III-Planning Reserve to Area II  
During each five-year review, the city and county may assess whether or not sufficient merit exists to authorize a service area expansion plan. The determination of sufficient merit will

be based on demonstration that a desired community need cannot be met within the existing service area. If the city and county find that sufficient merit exists, the city and county may authorize a planning effort to develop a joint city county service area expansion plan for the area proposed to be brought into the service area in consultation with Area III property owners and the public. The Service Area Expansion Plan must address the following:

- (a) the types of development needed to meet long term community needs;
- (b) key requirements to ensure compliance with community goals and policies, and to ensure compatibility with the existing development context and surrounding area;
- (c) conceptual land use and infrastructure plan components;
- (d) requirements for development impact mitigation and offsets (both on-site and off-site); and
- (e) development phasing.

(4) Reinstatement of Area III – Rural Preservation Area back to Area II – Service Area

A property owner that has been moved from Area II to Area III may request that the change be reevaluated under the same procedures and criteria that were used to make such a change for a period ten years after the change was made. Thereafter, such properties will be subject to all of the procedural requirements of this section.

## **4. Notification**

- a. Any property owner whose property would be affected by a proposed change in land use designation or by service area expansions, contractions or boundary changes will receive timely written notice that such change or changes will be considered. Planning staff will exert its best efforts to provide such notice within 30 days of receiving a request that is to be considered. However, no hearing to approve or deny any such proposal will be held unless the affected property owner was provided with this written notice at least 30 days prior to the date set for the hearing on the proposed change.
- b. General public notice of all proposed changes will be provided in the following manner. The city Planning Department will publish a comprehensive plan map indicating where the proposed changes are located and a description of each change in the newspaper at least ten days prior to the first public hearing to consider the proposed changes.

## **5. Errors**

If a discrepancy is found to exist within the Boulder Valley Comprehensive Plan that is clearly a drafting error or a clerical mistake, either the city or the county, after a referral request to the other agency, may correct such error.

### **III. Land Use Map Descriptions**

The BVCP Map provides a sketch plan of the desired land use pattern in the Boulder Valley. Land use categories include residential, business, industrial, public/semi-public, open space, and park use. The BVCP Map also shows the location and functional classification of roads. The following descriptions are meant to be used in interpreting the BVCP Map.

#### **1. Land Use**

##### **Residential Land Use and Densities**

Residential land use areas on the Boulder Valley Comprehensive Plan, for the most part, reflect the existing land use pattern or current zoning for an area. The highest density areas are generally located close to the University of Colorado. Medium density areas are generally situated near community shopping areas or along some of the major arterials of the city. Mixed density areas surround the downtown and are located in some areas planned for new development. Lower density areas in the older section of the city consist predominantly of single-family detached structures. Many of the areas developed in the city and the county over the last 20 years are characterized by a mixture of housing types ranging from single-family detached to cluster and patio homes, townhouses and apartments. The variety of housing types in the developing areas of the Boulder Valley will continue to be encouraged during the planning period of the comprehensive plan.

Residential densities under the comprehensive plan range from very low density (two units or less per acre); low density (two to six units per acre); medium density (six to 14 units per acre); to high density (more than 14 units per acre). It is assumed that variations of the densities on a small area basis may occur within any particular classification, but an average density will be maintained for that classification.

Additionally, in older downtown neighborhoods that were developed with single family homes but for a time were zoned for higher densities, a variety of housing types and densities are found within a single block. The city's goal is to preserve current neighborhood character and not exacerbate traffic and parking problems. Few new housing units will be added. The average density in the downtown neighborhoods designated mixed density is in the medium density range (six to 14 units per acre). The mixed density designation is also applied in some areas planned for new development where the goal is to provide a substantial amount of affordable housing in mixed density neighborhoods that have a variety of housing types and densities. The density in the mixed density designation in newly developing areas is from six to 18 units per acre.

The manufactured housing designation is applied to existing mobile home parks. The intent of the designation is to preserve the affordable housing provided by the existing mobile home parks.

Within certain residential areas, there is also the potential for small neighborhood shopping facilities and related offices and government facilities through special review. Although the neighborhood market ceased to function in most areas of the city during the late 1960s as

supermarkets took over the trade, neighborhood markets or other convenience facilities may become more popular in the future.

Mixed use - residential development may be deemed appropriate and will be encouraged in some residential areas. These areas may be designated Mixed Use-Residential. In these areas, residential character will predominate, although neighborhood scale retail and personal service uses will be allowed. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristics of these uses.

### **Business Land Use and Intensity**

Within the Boulder Valley there are five categories of business land use, based on the intensity of development and the particular needs of the residents living in each subcommunity. The five categories are: Regional, Community, General, Transitional and Mixed Use Business.

The two major Regional Business areas of the Boulder Valley are the Downtown and the Crossroads Area. Within these areas are located the major shopping facilities, offices, financial institutions, and government and cultural facilities serving the entire Boulder Valley and abutting communities. These areas will continue to be refurbished and upgraded and will remain the dominant focus for major business activities in the region.

A Community Business area is the focal point for commercial activity serving a subcommunity or a collection of neighborhoods. These are designated to serve the daily convenience shopping and service needs of the local populations and are generally under 150,000 to 200,000 square feet in area. Offices within the Community Business areas should be offices designated specifically for residents of the subcommunity. Where feasible, multiple uses will be encouraged within these centers.

The General Business areas are located, for the most part, at junctions of major arterials of the city where intensive commercial uses have already been allowed. The plan proposes that these areas continue to be used without expanding the strip character already established. The Transitional Business designation is shown along certain major streets of the valley. These are areas usually zoned for less intensive business uses than in the General Business areas, and they often provide a transition to residential areas.

Mixed use - business development may be deemed appropriate and will be encouraged in some business areas. These areas may be designated Mixed Use-Business. Business character will predominate, although housing and public uses supporting housing will be encouraged and may be required. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristics of these uses.

Service Commercial areas provide a wide range of community and regional retail and service uses generally not accommodated in core commercial areas and which generally require automotive access for customer convenience and the servicing of vehicles.

### **Industrial Land Use and Intensity**

The comprehensive plan projects five classifications of industrial use within the Boulder Valley: General, Community, Light, Performance and Mixed Use Industrial.

The General Industrial classification is shown where the more intensive and heavy industries are located or planned within the valley.

The Community Industrial classification is shown for those areas where the predominant uses provide a direct service to the planning area. These uses often have ancillary commercial activity and are essential to the life of the Boulder community. These uses include smaller scale auto-related uses, small printing operations, building contractors, building supply warehouses, small manufacturing operations and similar uses.

The industrial uses considered as 'Light' and 'Performance' Industrial on the comprehensive plan are primarily research and development, light manufacturing, large scale printing and publishing, electronics, or other intensive employment uses. These uses are concentrated primarily in 'industrial parks' located within the Gunbarrel Hill area along the Longmont Diagonal, and along Arapahoe Avenue between 33rd and 55th streets. Performance Industrial uses require high-quality site plans and must meet performance criteria for how on-site and off-site impacts are handled.

Mixed use-industrial development may be deemed appropriate and will be encouraged in some industrial areas character will predominate. Housing compatible with and appropriate to the industrial character will be encouraged and may be required. Neighborhood retail and service uses may be allowed. Specific zoning and other regulations will be adopted which define the desired intensity, mix, location and design characteristics of these uses.

### **Public/Semi-Public Land Use Designations**

Public/Semi-Public land use designations encompass a wide range of public and private non-profit uses that provide a community service. This category includes municipal and public utility services such as the municipal airport, water reservoirs, and water and wastewater treatment plants. Public/Semi-Public also includes: educational facilities, including public and private schools and the university; government offices such as city and county buildings, libraries, and the jail; government laboratories; and nonprofit facilities such as cemeteries, churches, hospitals, retirement complexes and may include other uses as allowed by zoning.

### **Agriculture Land Use Designation**

An Agriculture land use designation identifies land in the Service Area that is planned to remain in agricultural use. Uses that are auxiliary to agriculture, such as a home, a barn and outbuildings and the incidental sales of farm or horticultural products are expected on land with this designation. Given the urban nature of Boulder, the designation will be used rarely.

### **Environmental Preservation**

The Environmental Preservation designation includes private lands in Areas I and II with environmental values that the city and county would like to preserve through a variety of preservation methods including but not limited to intergovernmental agreements, dedications, development restrictions, rezonings, acquisitions, and density transfers.

### **Natural Ecosystem Overlay**

In order to encourage environmental preservation, a Natural Ecosystem overlay is applied over Comprehensive Plan Land Use Designations throughout the Boulder Valley Planning Area. Natural ecosystems are defined as areas that support native plants and animals or possess

important ecological, biological or geological values that represent the rich natural history of the Boulder Valley. The Natural Ecosystems overlay also identifies connections and buffers that are important for sustaining biological diversity and viable habitats for native species, for protecting the ecological health of certain natural systems, and to buffer potential impacts from adjacent land uses.

A Natural Ecosystems overlay will not necessarily preclude development or human use of a particular area or supersede any other land use designation but will serve to identify certain environmental issues in the area. The overlay will serve to guide the city and the county in decisions about public acquisition, purchase of development rights or conservation easements, promotion of private land conservation practices, density transfers, rezonings, development review, annexations and initial zonings, rezonings, service area boundary changes, and subcommunity and departmental master planning.

A description of the criteria used to identify lands suitable for a Natural Ecosystems designation can be found in the environmental resources element of the plan on the web at:

[www.bouldervalleycompplan.net](http://www.bouldervalleycompplan.net)

## **2. Open Space and Parks**

### **Open Space**

Open Space designations on the BVCP Map include the following three categories of land:

1. Open Space - Acquired: Land already acquired by the city or Boulder County for open space purposes;
2. Open Space - Development Restrictions: Privately owned land with conservation easements or other development restrictions; and
3. Open Space - Other: Other public and private land designated prior to 1981 that the city and county would like to preserve through various preservation methods including but not limited to intergovernmental agreements, dedications or acquisitions.

Open Space designations are not intended to limit acquisition, but to be indicative of the broad goals of the program. Other property that meets Open Space purposes and functions should be considered and may be acquired. Open Space designations indicate that the long-term use of the land is planned to serve one or more open space functions. However, Open Space designations may not reflect the current use of the land while in private ownership.

### **Urban and Other Parks**

Urban and Other Parks includes public lands used for a variety of active and passive recreational purposes. Urban parks provided by the city include pocket parks, neighborhood parks, community parks and city parks as defined in the Parks and Recreation Master Plan. The specific characteristics of each park depend on the type of park, size, topography and neighborhood preferences. Neighborhood parks typically provide a children's playground, picnic facilities, benches, walkways, landscaped areas and multi-use open grass areas. Other park uses may include recreational facilities such as basketball or tennis courts, community gardens and natural areas. There are three community park sites (Harlow Platts, East Boulder and Foothills) that are fully or partially developed. Large multi-use city parks are planned for two locations: 1) the Valmont Park site and 2) the Area III - Planning Reserve site, which will be held to meet future recreational needs. The Boulder Reservoir is a regional park that provides opportunities for fishing, swimming, boating, picnicking, etc. Other public recreational facilities, including city recreation centers, a golf course, swimming pools, ballfields, and the Eldorado Canyon State Park are also included in this category.

## **IV. Boulder Valley Comprehensive Plan Implementation**

A plan has little value unless actions are taken to implement it. Many plans, policies and programs are already in place in the city and county that implement the comprehensive plan. This section outlines existing implementation tools and also includes an action plan for the comprehensive plan.

The comprehensive plan policies provide overarching direction for planning, development and programs in the Boulder Valley. Existing implementation tools that translate the plan into action include:

### **Subcommunity and Area Plans**

These plans provide direction for specific geographic areas. They provide a link between the broad policy direction of the comprehensive plan and more detailed zoning, regulatory and capital improvement programming decisions. Existing plans are summarized in the 'Subcommunity and Area Plans' section of the comprehensive plan.

### **Master Plans**

The city's departmental master plans are developed to be consistent with the comprehensive plan. They establish detailed policies, priorities, service standards, facility and system needs and capital budgeting for the delivery of specific services. The plans will identify three levels of funding or investment strategies: fiscally constrained, action and vision plans. These programs are summarized in the 'Master Plan and Program Summaries section.'

### **The Business Plan for Annual Budgeting**

The city is developing a business plan to help make decisions about funding priorities for the operating and capital budget. The business plan, based on the core mission of the city and of individual departments for service delivery and decision-making, helps guide budgeting decisions.

### **The Capital Improvements Program**

The CIP is an essential implementation tool for carrying out the Boulder Valley Comprehensive Plan's policies of orderly and efficient provision of urban facilities and services. Through master planning and annual budgeting the CIP directs resources to provide an adequate range of urban services and direct the location and timing of growth.

### **Development Review**

Land use regulations and zoning district regulations are developed consistent with the goals and policies of the comprehensive plan. All new development or redevelopment projects must conform to these regulations.

### **Action Plan**

The action plan is intended to be an additional tool that translates the comprehensive plan policies and land use map into actions and helps to make the plan dynamic. It focuses on actions that are not currently included in other plans or programs. The action plan establishes the timing and priorities for future actions and a way to measure comprehensive plan accomplishments.

The action plan includes new initiatives, projects, plans, processes and regulatory changes needed to implement the Boulder Valley Comprehensive Plan. Not every policy will have an action item in the action plan. Only those with new initiatives will be included on the table. Ongoing programs or projects are not included.

The action plan should be revisited at each annual update to the comprehensive plan. It is adopted by the city and is intended to be a realistic implementation tool and, therefore, will need to be flexible and responsive to city goals and resources. The county will be sent a referral and invited to name those actions, projects or other activities contained in the plan in which they wish to participate. The county may also propose new or additional collaborative actions to the city for its consideration during the action plan review as part of the annual update.

## A. Subcommunity and Area Plans

Subcommunity and area planning is meant to bridge the gap between the broad policies of the Boulder Valley Comprehensive Plan and site-specific project review (development applications or city capital projects). The city has adopted one subcommunity plan and four area plans.

### Subcommunities within the Service Area

#### **Subcommunity Plans**

Included in the service area are nine subcommunity planning areas: Central Boulder, Crossroads, the University of Colorado, East Boulder, Southeast Boulder, South Boulder, North Boulder, Palo Park, and Gunbarrel. (See the map on the next page for subcommunity boundaries.) The subcommunities are areas defined by natural or physical separation or by existing character. While functionally interrelated, subcommunities are somewhat independent areas for purposes of planning on a more detailed level than the Boulder Valley Comprehensive Plan.

### Areas within a Subcommunity

#### **Area Plans**

Within each subcommunity are one or more distinct areas that may consist of neighborhoods, employment centers, retail centers or a combination of these. Area plans may address planning issues at a more detailed level than the comprehensive plan or the subcommunity plans or they may serve to explore new land use ideas for small areas or neighborhoods. Area plan boundaries will be defined as planning issues arise.

#### **Purpose**

Subcommunity and area plans establish the official future vision of an area; create a common understanding among residents, business and land owners, and city departments of expected changes in the area; and develop implementation methods for achieving the goals of the plan. A plan will not necessarily be developed for each subcommunity. Area plans will be developed for areas with special problems or opportunities that are not adequately addressed by comprehensive planning, subcommunity planning or existing land use regulations.

#### **Content/Process**

Some typical issues that subcommunity and area planning address include how to carry out the broad goals of the comprehensive plan in a specific area; how an existing center in an area can be strengthened and better connected to its adjacent uses; where new public facilities should be located; and how the character of an area can be preserved or enhanced. Plans will be developed with substantial input from residents and property owners in and near the area. Additionally, the county will be involved in the development of plans that affect land in Area II or Area III.

## **Subcommunity Plans**

When the subcommunity and area planning program was instituted in 1990, the idea was to develop subcommunity plans for all nine subcommunities and area plans as needed. The [North Boulder Subcommunity Plan](#) was the first subcommunity plan because of the amount of change anticipated in the area. With the largest amount of vacant land in the city at the time, the plan was needed to establish the desired character, scale and mix of uses for new development and re-development, to establish the desired locations of future streets and paths, and to identify methods for preserving the character of established neighborhoods.

As the city becomes more fully developed, the need for extensive planning at the subcommunity planning level has lessened, and it is now thought that not all subcommunities will necessarily have subcommunity plans. If they do, they will address fewer issues than were tackled in the North Boulder Subcommunity Plan. The types of issues that might be best addressed at the subcommunity planning level include: Are there deficiencies in the overall circulation network and where are future streets or paths needed? Are there public or private facilities needed in the area and where should they be located?

## **Area Plans**

Area plans will be developed as issues or opportunities arise. Typical issues addressed in area plans include: What is the appropriate character, scale and mix of uses in an area, and are regulatory changes needed to ensure or encourage appropriate development? Are current regulations sufficient to ensure compatibility between land uses in this area, and if not, what can be done to better integrate anticipated infill and redevelopment in this area? What are the important pedestrian linkages, and what measures will improve the safety and attractiveness of this network? What solutions are there for transportation or parking issues? Other examples of area planning issues include the need for shared parking for a commercial or business area or the need for standards for a particular land use that is unique to an area (e.g., group housing or high density residential next to low density residential).

## **Goals**

Subcommunity and area plan goals focus on how to implement solutions to planning problems or opportunities for the area in the context of the comprehensive plan by:

- Identifying opportunities to address community goals as stated by the Boulder Valley Comprehensive Plan
- Developing criteria to be used in decision-making that balance local area interests with those of the broader community
- Involving interested groups and individuals to identify issues and opportunities to be incorporated into the subcommunity or area plan and establish a commonly understood vision for the future
- Integrating the details, patterns and vision of the plan into an appropriately scaled and illustrated plan

Establishing the approach, priority and scheduling for implementing each plan will be done by:

- Identifying a range of appropriate techniques for determining the priority of, and means of financing, plan elements
- Establishing a planning framework in which to review public projects, land use changes, and development proposals

- Establishing a broader community context in which to select appropriate locations and projects for expenditures of public funds

### **Implementation/Adoption and Amendment**

Implementation techniques will be identified for each plan and will include but not be limited to: neighborhood improvement, trail, park or street projects; changes to the land use regulations or zoning districts; or changes to the Boulder Valley Comprehensive Plan Land Use map.

Subcommunity and area plans will be adopted by Planning Board and City Council. Such plans will be amended as needed in the same legislative process as originally adopted.

### **Criteria for Selection**

The criteria for selecting the priority for the development of subcommunity and area plans are:

- The extent to which the project implements the goals of the Boulder Valley Comprehensive Plan
- Imminence of change anticipated in the area
- Magnitude of an identified problem
- Likelihood of addressing a recurring problem
- Cost and time effectiveness of doing the plan
- Extent to which the plan furthers the goal of improving the land use regulations, the development review process, and the quality of public and private improvements

### **Planning Horizon and Monitoring**

The planning horizon for subcommunity and area plans is equivalent to the Boulder Valley Comprehensive Plan horizon of 15 years. It is anticipated that each subcommunity plan will be evaluated as needed and monitored annually through the Capital Improvements Program (CIP) and the BVCP Action Plan.

### **Adopted Plans**

The city has adopted five subcommunity or area plans in locations shown on the map on the (right/left). They include:

- [North Boulder Subcommunity Plan](#), 1995
- [Gunbarrel Community Center Plan](#), 2004
- In the Central Area:
  - [Boulder Plaza Area Plan](#), 1992
  - [University Hill Area Plan](#), 1996
  - [Crossroads East/ Sunrise Center Area Plan](#), 1997

# 1. North Boulder Subcommunity Plan Summary

*The North Boulder Subcommunity Plan was the first subcommunity plan to be developed and adopted by the city. North Boulder was selected because of the need to develop a vision for an area with considerable development potential. The purpose of the adopted plan is to consciously preserve much of the present character of the subcommunity and to ensure that future changes are beneficial to members of the subcommunity and to the city as a whole.*

## **Relationship to BVCP framework**

The North Boulder Subcommunity Plan was adopted in 1995 and is available at the city of Boulder Planning Department. The plan specifies ways that comprehensive plan policies will be implemented in the North Boulder subcommunity. The map on the next page shows the subcommunity and its neighborhoods.

## **Goals for the Plan**

City Council established a set of goals for the subcommunity plan that were based on the comprehensive plan policies and the 1993 Integrated Planning Project Goals and Action Items. These goals included:

- Base future residential and commercial growth potential on city wide population and employment targets
- Preserve the present character and livability of existing neighborhoods
- Incorporate affordable housing, diverse housing types, conveniences for pedestrians and bicyclists, and visual harmony with adjacent housing into new neighborhoods
- Protect environmental, aesthetic and historic amenities. Enhance the north entrance to the city
- Acquire more parks and urban open lands
- Provide a complementary, pedestrian-oriented mix of land uses, both private and public.
- Create vibrant activity centers
- Encourage walking, biking and transit use by creating a completely connected system of facilities

## **Long-Term Vision for the Subcommunity**

The North Boulder subcommunity will continue to be primarily residential. Established neighborhoods will remain as they are today, and rural character will be maintained in most of the neighborhoods where it now exists. Non-residential areas along North Broadway will develop more intensively; although, service industrial uses will be protected. A new village center on Broadway will become the heart of subcommunity activity. A fully connected system of paths and centers will be created so that getting around the subcommunity on foot, bicycle or transit will be convenient and comfortable.

New commercial and residential development and additional public facilities in the North Boulder subcommunity should be assets to the subcommunity. They will provide convenience, offer subcommunity residents more choices, promote more diversity, be designed at a human scale, and be environmentally sensitive. Development in different areas of the subcommunity will meet a set of development guidelines specially tailored to that area. Since the subcommunity

will form the northwestern-most reach of the city, new neighborhoods will create a strong edge to the city and an attractive entrance into Boulder.

### **Implementation of the Plan**

The plan sets forward specific actions to be carried out by the city, other public agencies, and the private sector in the coming years. It was the basis for re-zoning of a portion of the area in 1997 and establishes a street and pedestrian/bicycle network to which developing or re-developing areas must adhere.

In 1997, new zoning districts were created to implement the design guidelines in the plan. Five new zoning districts were created including a business main street zone, patterned after the character of historic 'Main Street' business districts. It was created to implement the plan's concept of a 'village center' - a place with a full complement of neighborhood-scale services for residents and employees to visit and congregate. Other new zoning districts created include three mixed use zones that provide a transition between the higher intensity business main street and surrounding residential or industrial areas, and a mixed density residential zone district. These zones also incorporate the design recommendations in the North Boulder plan, incorporating such elements as buildings oriented to the street - not to parking lots - requiring front doors to face the street, and providing opportunities for artists, crafts persons, and small industrial business owners to live and work within close proximity, potentially in the same building.

The North Boulder Subcommunity Plan may be found on the Web at:

[www.ci.boulder.co.us/buildingservices/long\\_range/pdf/GunbarrelPlan.pdf](http://www.ci.boulder.co.us/buildingservices/long_range/pdf/GunbarrelPlan.pdf)

## **2. Gunbarrel Community Center Plan Summary**

*The purpose of the Gunbarrel Community Center Plan is to provide a blueprint for the Gunbarrel commercial area that will result in a viable and vibrant, easily accessible, pedestrian-oriented commercial village center to serve the Gunbarrel community.*

### **Relationship to the BVCP Framework**

The Gunbarrel Community Center Plan was adopted in 2004 by the Planning Board and City Council. The plan provides a blueprint for implementation of comprehensive plan policies in the commercial area of the Gunbarrel subcommunity.

### **Goals of the Plan**

The plan outlines the following set of goals for the city in transitioning the Gunbarrel commercial area from mostly light industrial uses to a vibrant commercial and community center:

- Provide opportunities for developing a viable, easily accessible, pedestrian-oriented retail town center of appropriate scale to serve the Gunbarrel subcommunity, outlying subdivisions and employment centers
- Provide safe and convenient vehicular and non-vehicular connections between the commercial center and the surrounding area and within the center itself
- Provide a commercial center with a unique identity that is the heart of social and cultural activity in the subcommunity and supports day and evening activity seven days a week

### **Long-Term Vision for the Community Center**

Lands within the study area are currently a mix of light industrial and car-oriented commercial uses. There are no residential uses in the study area although the regional business zoning district affecting a portion of the area allows for a mixture of residential and commercial uses. The existing transportation network is characterized by large, “superblocks” more than 600 feet long, which give the area a suburban, car-oriented character.

The concept for the Gunbarrel Community Center is to provide a rich and thriving commercial and residential center by: 1) expanding the amount of retail use in the area, 2) adding new residents in close proximity to the retail core, 3) creating more usable public spaces, and 4) improving access to and from the center.

The basic concept of the plan is to create a denser, mixed use retail core to the community center. (See concept plan below.) The retail core will serve as the heart of the community center and provide specialty and convenience retail uses, attached housing and some office use. Spine Road between Lookout and Gunpark roads will be the “Main Street” for the retail area and provide a pleasant, pedestrian-oriented, gathering area for the residents and workers in the subcommunity. The public right-of way will allow storefront access by pedestrians, bicycles and automobiles in a way that is compatible with the pedestrian-oriented character.

**INSERT CONCEPT PLAN MAP**

The community retail district to the north of Lookout Road will provide easily accessible retail services to the neighborhood such as hardware stores, drug stores, auto part stores, restaurants and dry cleaners.

An important objective of the plan is to break up the large superblocks and make access to and visibility of individual retail shops easier for cars, bikes and pedestrians. Smaller blocks combined with interesting, pedestrian-scaled architecture will also encourage walking, biking and active transportation.

### **Implementation of the Plan**

The Gunbarrel Community Center Plan portrays a new face for the Gunbarrel Community Center. It respects the unique character of the Gunbarrel neighborhood, takes a fresh look at what the character of the commercial district could be, and then addresses the obstacles that have precluded the private development of a vibrant town center.

Implementation of the Gunbarrel Community Center Plan will occur over a long period of time through a combination of actions from both the public and private sectors. The Gunbarrel Community Center will evolve with the market and the actions of the property and business owners, developers and community. Some key steps are necessary in the short run, however, to make the vision outlined in this plan even possible. The responsibility of the public sector will be to first make the appropriate land use and zoning changes to allow private sector redevelopment to occur. It will also be the responsibility of the city to identify sources of revenue that can be specifically targeted at the public improvements in the Gunbarrel Community Center.

With multiple land owners and businesses involved, it will be many individual actions that will change the area over the next decade. The formation of the Gunbarrel Business Alliance is fundamentally important in keeping the many business and land owners briefed on the implementation of the plan and to promote collaboration and community interests.

The Gunbarrel Community Center Plan may be found on the Web at:

[www.ci.boulder.co.us/buildingservices/long\\_range/pdf/GunbarrelPlan.pdf](http://www.ci.boulder.co.us/buildingservices/long_range/pdf/GunbarrelPlan.pdf)

### 3. Central Area Plans and Programs

*The central area of the Boulder Valley serves as the focus of civic, cultural, economic, educational, entertainment, shopping and medical activity in the Boulder Valley. The districts and neighborhoods of the area are generally shown on the map below. The downtown, the university and Boulder Valley Regional Center areas constitute the three primary activity centers in the central area, forming three distinct yet interrelated areas.*

*Area plans have been adopted for the downtown, University Hill and parts of the Boulder Valley Regional Center (BVRC). The 1992 Downtown Plan has been implemented, and an urban renewal plan was adopted and implemented for the BVRC. An assessment of activity in neighborhoods surrounding the activity centers is included in this section.*

#### **Downtown Activity Center**

The historic downtown is the heart of Boulder - it is the community's hub of economic, civic, cultural and social activity. It provides specialty shopping and restaurants, a center for civic activities, a central place for professional offices and banking, spiritual and educational facilities, and an active area for the arts. The Pearl Street Mall creates a 'people place' that is unique within the region. Its overall success is due in large part to the fact that it is a 'real' downtown with historic buildings, a compact pedestrian-oriented size, and a relaxed atmosphere with a beautiful mountain backdrop surrounded by historic residential neighborhoods and within close proximity to Boulder Creek. The map on the right shows the adopted districts in the downtown area.

#### **Downtown Alliance**

In 1996, the Downtown Alliance was formed. The alliance consisted of representatives from city boards and commissions, nonprofit organizations and neighborhood groups. The group's charge was to help the city:

- Guide future development in a manner that maintains downtown livability and is consistent with the overall 'feel' of downtown Boulder
- Protect downtown's historic character that is so closely associated with its image and quality of life
- Maintain the quality of life of surrounding neighborhoods and their relationship to the downtown

The recommendations of the Downtown Alliance resulted in:

- The creation of new zoning districts in the downtown. The new zones establish Floor Area Ratios (FAR)s consistent with the desired scale, provide for transitions to the surrounding neighborhoods, and include incentives for developing dwellings downtown.
- The designation of downtown as a local historic district.
- The revision of the 1986 Downtown Urban Design Guidelines. The guidelines provide a basis for understanding, discussing and assessing the design quality of proposed preservation, renovation and new construction projects located within the boundaries of the Downtown Historic District, the non-historic area, and the interface area.

### **Canyon Boulevard Cultural Corridor**

Boulder has a rich tradition of attracting artists to the community and is well known as a home to nationally recognized talent in visual and performing arts during every season of the year. Many of these arts venues are conveniently located along Canyon Boulevard between 8<sup>th</sup> and 30<sup>th</sup> streets. The arts fill an important niche in Boulder's economy. The city encourages public and private projects with an arts focus that incorporate public art, particularly within the Canyon Boulevard Cultural Corridor.

Since the implementation of the Downtown Alliance recommendations, the downtown has experienced substantial development including the addition of residential units, commercial space, three parking structures (one private, two public) and the completion of the 9<sup>th</sup> and Canyon Urban Renewal project – the 200 room St. Julien hotel. The public sector also invested \$3.5 million in the renovation and enhancement of the nationally recognized Pearl Street Mall. While there have been many successes, there have also been challenges. Influenced by regional and national trends, the downtown experienced a period of negative sales tax growth, sluggish tourism visits, competition from new regional retail venues, and double digit office vacancies.

With these challenges, as well as the upcoming opening of the new Twenty Ninth Street shopping center on the Crossroads site, the downtown initiated a strategic planning process. In partnership with Downtown Boulder Inc., the Downtown Boulder Business Improvement District and the Downtown Management Commission, the city commissioned a Downtown Strategic Plan to develop initiatives that differentiate the unique qualities of downtown, position downtown to its best advantage, maximize downtown's overall competitiveness and guide its evolution over the next five years. The recommendations, which support small businesses, simplify parking, refresh downtown's image, enhance the downtown experience through the arts and culture, and build a downtown conference center, are being pursued through a public/private partnership between the city of Boulder and the downtown community.

### **Boulder Valley Regional Center (BVRC)**

The BVRC provides Boulder with its largest concentration of automobile service-oriented retail but also includes hotels, offices, two city parks, a community arts facility and several residential properties. The BVRC is served by major north-south and east-west corridors that make up the city's 'mobility grid' and an east-west greenway. With the demolition of the Crossroads Shopping Center, the Twenty Ninth Street project is expected to be a major contributor to the revitalization of Boulder's retail base and provide a more pedestrian-oriented shopping center in the area.

The continued upgrading and redevelopment of retail centers in the area is a priority of the city. Redevelopment efforts reinforce the BVRC's role as a major commercial center, primarily serving Boulder Valley residents and employees. Another priority is to integrate the BVRC into the Boulder community by developing a broader mix of land uses, particularly housing, strengthening the pedestrian and bicycle networks, building a more complete transit system and enhancing the area's aesthetic image.

### **BVRC Urban Renewal Plan**

In 1979, the city of Boulder created the Boulder Urban Renewal Authority (BURA) and adopted the Boulder Valley Regional Center Urban Renewal Plan. The initial purpose of the plan was to revitalize and expand the Crossroads Mall and to prevent the deterioration of the surrounding

area. The creation of BURA provided for the redevelopment and master-planning of the 300-acre Boulder Valley Regional Center. BURA used bond financing to construct public improvements and to leverage private investment within the BVRC. The bonds were successfully retired in 2002, and approximately \$62 million in revenues was generated within the BVRC from 1987 to 2002.

### **BVRC Area Plans**

Area plans have been developed for two areas within the BVRC to guide their long-term redevelopment: Boulder Plaza Area Plan (1992) and Crossroads East/Sunrise Center Area Plan (1997). The Boulder Plaza Area is bounded by Folsom Street, Pearl Street, 28th Street and Canyon Boulevard. The Crossroads East/Sunrise Center Area is bounded by 30th Street, Arapahoe Avenue, Walnut Street and 33rd Street.

The purpose of each area plan is to provide developers, property owners and the community with information regarding the types of uses the city encourages in the area, the desired overall image, and future pedestrian, bicycle and vehicular circulation improvements. The plans guide the city's evaluation and recommendation for specific development proposals through the city's development review process and also include implementation techniques to address the goals of the plan. The area plans were adopted by the BURA Board of Commissioners, the Planning Board and the City Council.

The BVRC Design Guidelines (1998) and the BVRC Transportation Connections Plan (2002) also guide the redevelopment of individual properties in the BVRC as well as capital improvement projects.

The BVRC Area Plans may be found on the Web at:

[http://www.ci.boulder.co.us/planning/longrange/projects/pdf/bvrc\\_bvcp2002.pdf](http://www.ci.boulder.co.us/planning/longrange/projects/pdf/bvrc_bvcp2002.pdf)

### **Twenty Ninth Street Redevelopment Project**

The former Crossroads Mall is being redeveloped as Twenty Ninth Street, an 875,000 square foot shopping, entertainment and office development. This major BVRC redevelopment initiative is expected to provide a variety of shopping choices, and it is likely to spur redevelopment of properties throughout the BVRC over the coming years. Tenants are expected to occupy Twenty Ninth Street in 2006.

### **University Activity Center**

Cast in the mold of an Italian hill town, the University of Colorado forms the third point of the triangle that makes up the city's core. Located on a hill overlooking the historic downtown and the BVRC, the university and adjacent University Hill shopping area entertain the daily activities of a large portion of Boulder's population. The University Hill business district also serves as a neighborhood center for the surrounding neighborhood.

The University of Colorado is a valued cultural resource and is an important part of Boulder Valley's economy. The city and the county cooperate with the university in its effort to meet the needs of its students, faculty and staff and to support its contribution to the intellectual and

cultural life of the community. The university is integral to the subcommunity and retains its major identity and activities in the central area.

### **University Hill Area Plan**

The University Hill Area Plan was adopted in 1996. The plan's vision is to make the University Hill commercial area a safe, comfortable and attractive place to shop, work, visit and live.

Five goals and principles guide the plan:

1. Encourage an attractive urban village image and development character that is active, inviting, accessible to all modes of travel and strengthens connections with the surrounding community.
2. Promote a diverse mix of neighborhood and community uses to provide the opportunity to live/work/shop/play within the area and to appeal to a wide variety of users.
3. Develop a transportation system that is designed for pedestrians, bicycles, transit, and cars and connects to the regional transportation system.
4. Improve the retail quality and operations within the district to better serve residents, the university, and the surrounding community and to provide an economically healthy area with opportunities for careful redevelopment.
5. Improve the safety of the public right-of-way so that many different users can participate and enjoy the commercial area.

Implementation of the plan has included a package of civic improvements and land use regulation changes. To date, the \$1.2 million street and streetscape improvements have been completed, including new pedestrian and vehicular lighting, new sidewalks, benches, trash receptacles, street trees and grates, and public art. Yet to be addressed are the land use changes surrounding the commercial district, alley improvements within the commercial district, and streetscape improvements surrounding the commercial district.

The University Hill Area Plan may be found on the Web at:

<http://www.ci.boulder.co.us/planning/longrange/projects/documents/unihill.pdf>

Since 2000, the University Hill General Improvement District Advisory Board (UHGID) has led an effort to revitalize the hill commercial district. Slumping sales tax trends, increasing vacancies, and a prevalence of convenience-style retail are trends in the hill commercial district that inspired the UHGID to take an active role in initiating a series of interrelated efforts to encourage district revitalization. Beginning with a Market Based Study, UHGID has played an active role in providing analysis and studies to engage the private sector and stakeholder groups in defining opportunities and creating a vision for the future of the hill commercial district. The Market Based Study identified a core strength of the hill as the proximity to both the University of Colorado to the east and the diverse residential neighborhood to the west. The study recommendations led to amenity and safety improvements to the district, as well as successful marketing initiatives and collaborations with the Hill business community. A UHGID-drafted vision statement focused on revitalizing the Hill through providing enhanced public spaces and creating a greater diversity of uses through redevelopment.

In an effort to engage private property owners in the Hill revitalization effort, the city commissioned a Hill Business Plan to analyze financial and development factors impacting redevelopment of properties on the Hill. The business plan recommended assembling multiple

properties, including the district's three surface parking lots in order to gain the synergy to produce a financially successful project, as well as considering the potential benefits of historic preservation. Subsequent redevelopment workshops tested the assemblage scenarios and as encouraged more varied uses on the Hill, such as housing, a student center and office.

The outcomes of the business plan and redevelopment workshops are currently being analyzed and will provide useful information for a potential update to the existing area plan. One of the ideas to be explored is the use of "micro-zones" similar to what was done in the downtown to reflect the different character and desired future of distinct areas of the Hill (e.g., the historic core, the Broadway corridor, the north and south ends of the districts). The planning process will engage the Hill community, including business owners, property owners, adjacent residents, the UGHID, Planning Board, and City Council. This process is expected to commence after the adoption of the Transit Village Area Plan, sometime in 2006.

## **Surrounding Neighborhoods**

Neighborhoods surrounding the downtown and the university play a prominent role in the success of downtown and the Uni Hill business district (see map on the right). These close-in neighborhoods are established, walkable neighborhoods, each with a distinct character. The unique goals or set of challenges for each neighborhood is described below.

### **The Pearl Street Corridor**

The Pearl Street Corridor links the Downtown Activity Center with the Boulder Valley Regional Activity Center, between 18th Street and Folsom. The corridor is half a block wide along Pearl Street and is separated by alleys from residential neighborhoods to the north and south.

The vision for the Pearl Street Corridor is to become an interesting and varied mixed use area, combining urban-density housing with small-scale retail uses and office space. The scale of new buildings will be sensitive in use and design to the adjacent residential uses. The present zoning allows a mix of uses.

The HOP provides high frequency transit access along the Pearl Street Corridor and connects to other high frequency transit routes along Broadway (the SKIP), 30<sup>th</sup> Street (the BOUND), and Arapahoe Avenue (the JUMP). The planning challenge is now to create and strengthen the pedestrian environment along the street from Downtown to the BVRC and the Transit Village area.

### **Community Hospital/Community Plaza**

The Community Hospital/Community Plaza neighborhood is just north of the downtown on Broadway. The hospital and nearby related facilities provide both general and specialized health services to the Boulder Valley. Two small shopping centers across Broadway from the hospital provide day-to-day shopping and restaurants for neighborhood residents, nearby workers, and visitors to the area, providing a lively neighborhood center. As a result of the impact of the medical facilities and shopping centers on adjacent residential areas, special considerations must be incorporated in the design of commercial expansions and physical improvements to adjacent residential streets.

### **Mixed Density Residential Neighborhoods**

Among the conclusions of the Integrated Planning Project was a commitment to preserve downtown neighborhoods at their present character and density. To this end, the 1995-96 update to the comprehensive plan introduced the concept of mixed density neighborhoods, and the area was rezoned in 1997 to a new zoning district which seeks to retain the mixture of densities and preserve its established residential neighborhood feeling.

Although the majority of the housing surrounding the downtown and the University was built as single-family units in the early part of this century, most of the downtown neighborhoods had previously been zoned for medium and high density residential use. Some of the original homes had been demolished and replaced with apartments, others had been renovated into several units, and many remain as single-family homes. The goal of the mixed density neighborhood concept is to maintain the mix of densities in most of the older residential neighborhoods.

### **High Density Zone (HZ-E)**

High density zoning will remain in some of the neighborhoods of the downtown and University Hill. In these areas, there is the dual intention of allowing selective redevelopment to occur while protecting the basic character and integrity of the neighborhoods. To this end, City Council has adopted the HZ-E Zone. A review for design compatibility and the adequacy of parking is mandatory if a development is to reach the full allowed density.

Transportation improvement districts, co-funded by the city and area property owners, have been completed for the high density areas of Goss-Grove, Whittier, West Pearl and South Whittier. In addition to paving and sidewalk reconstruction, these projects have included street closures and street redesign to slow traffic, pocket parks, landscaped medians, bike lanes, bus shelters and neighborhood identification signs.

### **Historic Districts/Landmarks**

As of 2005, there were eight designated historic districts:

- Floral Park Historic District (established in 1977)
- Chautauqua Park Historic District (established in 1978)
- Mapleton Hill Historic District (established in 1984)
- West Pearl Historic District was (established in 1994)
- Chamberlain Historic District (established in 1995)
- Downtown Boulder Historic District (established 1999)
- Hillside Historic District (established 2001)
- Highland Lawn (established 2005)

In addition, there are over 120 individual landmarks, most of which are located in the central area.

Some parts of the downtown and University Hill neighborhoods have the potential to be designated as historic districts, and each neighborhood has individual buildings of landmark quality. Potential districts and individual landmarks have been identified through surveys funded by the Colorado Historical Society. Districts are typically initiated by property owners, with support from the city in the development of design guidelines. The map on the right illustrates

the city's designated and eligible districts, as identified to date. The Landmarks Board will continue to identify eligible historic districts.

## B. Master Plan and Program Summaries

This section provides summaries of city of Boulder master plans and programs that implement Boulder Valley Comprehensive Plan policies. Master plans are developed consistent with the policies, plans, and population and employment projections provided by the comprehensive plan. They provide a common city framework for planning the delivery and funding of services, facilities and programs. The facility and service priorities and funding plan established through the master planning process provide the basis for capital improvement programming. Following master plan completion, revised master plan summaries are incorporated into the comprehensive plan.

### 1. Open Space and Mountain Parks Program Summary

#### **Background Information**

Boulder's Open Space and Mountain Parks Program began in 1898 when the public pushed for land acquisition at Chautauqua Park and on the east slope of Flagstaff Mountain “for the protection of the trees.” Subsequent purchases of land along the mountain backdrop, from the federal government and other landowners, as well as public land donations, formed the city's “Mountain Parks.” In 1963, Boulder citizens voted to tax themselves to purchase land in the Enchanted Mesa area to protect it from development. In 1995, a 10-year tax initiative was passed to acquire additional mountain parks land.

Established separate from the Mountain Parks system, the Open Space Program was set up to acquire, preserve, protect and manage the open space that Boulder was buying on behalf of its residents. As a result of a 1967 municipal election, Boulder became the first city in the country to tax itself specifically for the acquisition, management and maintenance of open space, passing a measure to add 0.40 cents sales tax on each dollar. Shortly after that election, the city manager and City Council appointed an Advisory Committee on Open Space, and in 1973, council created the Open Space Board of Trustees to set policies and priorities for acquisition of greenbelt lands. In 1986, a charter amendment providing more permanent protection for open space lands was adopted. In 1989, 0.33 cents on each dollar was added to the sales tax for a period of 15 years to accelerate open space preservation. The residents extended this tax in 1997 through 2018. In 2003, an additional 0.15 cents on each dollar sales tax was added through 2019.

The year 2001 marked the combining of the Open Space and Mountain Parks systems into one program. The lands in this combined system are referred to as open space lands. Unique facilities and uses that have traditionally taken place in portions of the Mountain Parks system have been accepted under the Open Space Charter by the Open Space Board of Trustees and City Council.

The Open Space Charter defines the purposes of open space. Open space land shall be acquired, maintained, preserved, retained and used only for the following purposes:

1. Preservation or restoration of natural areas characterized by or including terrain, geologic formations, flora or fauna that are unusual, spectacular, historically important scientifically valuable or unique, or that represent outstanding or rare examples of native species
2. Preservation of water resources in their natural or traditional state, scenic areas or vistas, wildlife habitats or fragile ecosystems

3. Preservation of land for passive recreational use such as hiking, photography or nature studies, and if specifically designated, bicycling, horseback riding or fishing
4. Preservation of agricultural uses and land suitable for agricultural production
5. Utilization of land for shaping the development of the city, limiting urban sprawl and disciplining growth
6. Utilization of non-urban land for spatial definition of urban areas
7. Utilization of land to prevent encroachment on floodplains
8. Preservation of land for its aesthetic or passive recreational value and its contribution to the quality of life of the community.

Open space land as defined in the City Charter may not be improved after acquisition unless such improvements are necessary to protect or maintain the land or to provide for passive recreational, open agricultural, or wildlife habitat use of the land.

The Open Space Board of Trustees reviews and makes recommendations concerning open space-related acquisition and management activities. The board vigorously pursues implementing open space goals within the comprehensive plan and the acquisition of properties required to fulfill the goals of the Open Space and Mountain Parks Program. Means of implementation may include: land or development right acquisition, density transfer and gifts of land or development interests.

Open space lands provide an important framework for land use planning within the Boulder Valley. Acquired open space, privately owned land with conservation easements or other development restrictions, and proposed open space provide the basic structure for the comprehensive plan. Today, 107 years after the Chautauqua acquisition, Boulder has approximately 43,000 acres of open space land in and around the city, including lands outside the planning area. The mountain backdrop has largely been preserved and an expanding buffer keeps Boulder's identity distinct from neighboring communities. The city works closely with the Boulder County Parks and Open Space Department on cooperative projects to maximize these efforts in the region.

The Boulder Valley planning area has several significant natural features: Marshall Mesa to the southeast, Davidson Mesa to the east, Gunbarrel Hill to the northeast, Boulder Reservoir to the north, the Dakota Ridge to the northwest, and the mountain backdrop to the west, Shanahan Ridge and South Boulder Creek to the southwest, that form the boundaries of influence and planning for the valley. In addition, there are other features within the Boulder Valley that have been designated as open space in order to protect them from future development and to provide community separation, including major entryways to the city, certain agricultural areas, natural ecosystems and the creeks and ditches. Open space provides the environmental and recreational values of open land within and around the city.

### **Future Programs**

- In 1995, City Council adopted the Open Space Long Range Management Policies (LRMP). The LRMP planning horizon is 20 years, and the document will be revised every five years to account for changing conditions. Other, more specific resource or area management plans supplement the LRMP.
- The Boulder Mountain Parks Resource Protection and Visitor Use Plan (RPVUP) was adopted in 1999 by the Parks and Recreation Advisory Board and by the Open Space Board of Trustees in 2000.

- The [Open Space and Mountain Parks Visitor Master Plan \(VMP\)](#) was adopted by City Council in 2005. The VMP provides a framework for how Open Space and Mountain Parks will provide high quality visitor experiences while protecting and preserving significant natural areas and valuable habitats for native plants and animals. The VMP contains goals, objectives, policy guidance, and an overview of strategies and investment programs that the city and community intend to accomplish by the year 2015.

Future planning for Open Space and Mountain Parks will combine landscape level planning with protecting or restoring native ecosystems, maintaining viable and functional plant and animal communities and habitats, and maintaining sustainable historical land uses in the Boulder Valley. Priorities will be consistent with the purposes of open space as specified in the City Charter.

The Open Space and Mountain Parks Visitor Master Plan as well as background materials can be found on the Web at: <http://www.ci.boulder.co.us/openspace/plan.htm>

## **2. Parks and Recreation Master Plan**

*An update to the Parks and Recreation Master Plan is anticipated to be completed in 2006.*

### **Background Information**

The first [Parks and Recreation Master Plan](#) was adopted in 1980 and revised in 1988. The current master plan was adopted in 1996 to guide development of programs and facilities through 2010. A major update to this plan is projected to be completed in 2006. The 1996 master plan revised, updated and expanded the base of information needed to make program, facility and funding decisions. The plan calls for the Parks and Recreation Department to meet its mission and goals by:

- furnishing the people of Boulder with broad opportunities for creativity, physical fitness and mental well-being
- developing programs and facilities to meet the needs of a changing population
- preserving and protecting natural ecosystems
- acquiring land for new parks and recreation facilities
- improving the city's ability to maintain and renovate its inventory of parks and recreation facilities

### **Service Standards**

Level of service standards are measures of the amount and/or quality of a public service that must be provided to meet a community's basic needs and expectations. The purpose is to:

- provide a benchmark for evaluating deficiencies in existing neighborhoods
- define needs for new facilities to serve areas of new development
- monitor progress toward meeting goals and provide an opportunity for coordination with neighboring jurisdictions to assure consistency

Standards also form the basis for determining a fee structure to equitably fund services required by new development. The Parks and Recreation service standards can be found in Section II. D. Urban Service Criteria and Standards.

### **Future Programs and Projects**

A series of planning recommendations were developed in conjunction with the Parks and Recreation Advisory Board and the citizens of Boulder based on the needs assessment included in the Technical Appendix of the 1996 master plan. For a detailed listing of recommendations please refer to the master plan. (Many of the recommendations have been implemented since the adoption of the plan.)

#### **1. Planning and Program Initiatives**

A high priority that emerged from the master plan was the need to expand programs and develop recreational facilities for children, teens and families. This would be accomplished in collaboration with the BVSD, other city departments (particularly Housing and Human Services) and community agencies.

#### **2. Level of Service Standards**

A backbone for many of the recommendations in this plan is the effort to implement new service standards in order to bring parks and recreation facilities closer to more residents.

Based on these standards, specific underserved areas were identified where new parks should be acquired, new park land has been obtained in many of these neighborhoods.

### **3. Parks**

The master plan recommended the acquisition of 100 to 300 acres to develop one or more city parks to serve the entire community. Valmont City Park and 191 acres north of U.S. 36 were purchased to accomplish this goal. These park sites are intended to provide space for playing fields, courts, trails, picnic areas, large playgrounds, indoor recreation facilities and open landscaped areas. Areas where additional neighborhood and pocket parks are needed were also identified, and sites have been located and acquired to serve many of these areas. The plan also identified the need for accelerated development of existing neighborhood and community park sites and the need for new playgrounds in existing parks and near recreational facilities.

### **4. Renovation, Operations and Maintenance**

Areas of focus include upgrading landscape designs, updating and expanding playgrounds, remodeling facilities and refurbishing swimming pools. Playgrounds in 15 parks, as well as the outdoor pools at Scott Carpenter Park and Spruce Pool, were specifically identified as needing renovation. The department will also focus on identifying maintenance funding as new parks and recreational facilities are proposed and developing on-going funding sources to help support necessary maintenance and refurbishment of existing facilities once the 20-year term of the 1995 sales tax increase expires.

### **5. Recreational Facilities**

Funding for new facilities will need to be generated through partnerships and other sources since the departmental budget will not be sufficient to meet the needs for capital investment. An update to the 2001 Recreation Facilities Needs Assessment is underway and will be used to validate the current needs of the community.

### **6. Maintenance and Administrative Facilities**

The 1996 plan recommends that the maintenance facility be expanded, perhaps in conjunction with relocation to a new site at the Valmont City Park. The plan also recommended that the Iris Center be expanded and remodeled to better accommodate Parks and Recreation administrative staff, resolve crowding and comply with ADA requirements. The Iris Center improvements were completed in 2004.

The complete Parks and Recreation Master Plan as well as an inventory and map of all parks and recreation facilities can be found on the Web at:

[http://www.ci.boulder.co.us/parks-recreation/ABOUT\\_PARKS\\_REC/master\\_plan\\_main.htm](http://www.ci.boulder.co.us/parks-recreation/ABOUT_PARKS_REC/master_plan_main.htm)

### **3. Fire/Emergency Medical Service Program Summary**

*An update to the Fire and Emergency Medical Service Master Plan is anticipated to be complete in 2006.*

#### **Background Information**

The 1996 Master Plan outlined the Fire Department's goals:

1. Minimize death and injuries due to fire.
2. Minimize direct and indirect losses due to fire.
3. Minimize death and suffering for people experiencing sudden illness, accidents or injury.
4. Minimize the number and adverse impact of hazardous materials releases.
5. Minimize deaths, injuries and property loss due to natural and technological disasters.
6. Provide cost effective fire protection and emergency services.
7. Maximize public satisfaction.
8. Protect local ecosystems.

The city of Boulder Fire Department is responsible for the protection of life and property through fire prevention, education, fire suppression and emergency medical and rescue services. The Fire Department has seven fire stations strategically located around the city. Each station operates 24 hours per day, seven days per week and is equipped to respond to fire, medical and other emergencies. Medical calls accounted for 63 percent of the 7766 calls for service in 2004.

- Station One (Central Station) - 2441 13th Street
- Station Two - 2225 Baseline Road
- Station Three - 1580 30th Street
- Station Four - 4100 Darley Avenue
- Station Five - 4365 19th Street
- Station Six - 5145 North 63rd Street
- Station Seven - 1380 55th Street

The Fire Department also participates in a countywide joint training center. The current facility is at 960 Lee Hill Road.

#### **The Fire Master Plan Service Standards**

- Respond with Basic Life Support (BLS) within six minutes 90% of the time.
- Respond with BLS to all calls within eight minutes.
- Respond with Advanced Life Support (ALS) to all calls within eight minutes.

The master plan outlines the following set of service standards to guide current and future operations and capital development.

- Arrival on-scene of the first responding unit to all reported emergencies within ~~seven~~ six minutes 90 percent of the time. In 2004 the first responding unit to all reported emergencies arrived within six minutes 84% of the time.
- Arrival on scene of all units dispatched to all reported emergencies within eleven minutes 90 percent of the time.

- Meet the above two service standards with less than one fire fighter per 1000 population. In 2004 the city had 0.94 fire fighters per 1,000 population.

### **Departmental Philosophy**

To be effective fire fighters must:

- Be well trained
- Be well equipped
- Arrive in time

The following seven philosophies provide general direction when establishing goals and objectives for fire protection in the city of Boulder.

#### **1. Shared Responsibility for Fire Protection**

The city emphasizes private sector self-protection through code regulations and design incentives. Installation of automatic fire sprinkler systems is now required by ordinance for many uses.

#### **2. Balance between Built-in Fire Protection and Public Fire Protection Service**

Municipal fire protection requires a balance between services provided by the city through fire stations, apparatus and personnel and that provided by built-in automatic fire systems. Automatic systems offer a high degree of protection from fire originating in those protected properties. City-provided protection supplements the built-in systems and is designed to handle fires in non-protected buildings, outside fires, medical emergencies as well as non-fire emergencies and events.

#### **3. Generalist Theory of Operation**

The Fire Department believes that each fire apparatus should have diverse equipment and that the fire fighters should be generalists rather than specialists. Every front line fire truck has fire fighting and rescue equipment along with emergency medical supplies. Each fire fighter must pass a comprehensive training program that supports that generalist approach. State of Colorado Emergency Medical Technician certification is required and every fire fighter's skill level training includes fire fighting, hazardous materials response, and training for rescues involving vehicle accidents, fires, water and ice incidents.

#### **4. Basic level of Emergency Medical Service**

The Fire Department provides Basic Life Support (BLS) services. The emergency medical care system in the city is a multi-tiered system involving: 1) The city Fire Department, 2) Public/private partnership with a private ambulance service and 3) Area hospitals, each providing a respectively higher degree of medical support.

The time between the beginning of a medical emergency and the start of life support activities can often make a difference in the outcome. With fire stations strategically located around the city, the fire department is often first to arrive on the scene of an emergency. The Fire Department provides BLS care until the ambulance arrives. Paramedic level treatment is then available until arrival at the hospital where definitive care is given.

## **5. Specialist Capabilities**

In addition to the general capabilities, the Fire Department does provide more specialized services.

- Dive Team – provides swift water rescue and water rescue / recovery services for accidents in lakes and ponds.
- Hazardous Materials Team - provides environmental protection by containment and control of hazardous substance releases.
- Wildland Fire Team – provides added response capability to wildland fires that occur on and around city lands.
- Public Education Team – provides fire and life safety education to schools and other at risk groups throughout the city.

## **6. Training**

The Fire Department offers a wide variety of services to the citizens of Boulder. To maintain an adequate level of proficiency in many areas of emergency service, the Fire Department conducts extensive training in all service areas including firefighting, fire prevention, emergency medical, hazardous materials, rescue and public education. Joint training exercises are conducted with other county agencies.

## **7. Impact of Infill**

City fire stations are strategically located to meet the emergency response service standards. As population within service area increases, the number of calls for fire and emergency service will increase. When one fire response unit in a station exceeds 1,500 calls per year, additional apparatus and staffing need to be provided.

Traffic congestion and various traffic mitigation measures have impacted the department's ability to continue to meet the emergency response service standards. To ease the impact, the Fire Department activated traffic control devices that were installed at signaled intersections around the city. The Fire Department has also initiated an aggressive public education program funded by the Public Safety tax of 1997. One purpose of the public education program is to reduce the demand for service by promoting a higher awareness of personal safety. As traffic congestion and the number of service calls increase, the addition of new fire stations will be necessary in areas where the response times are adversely impacted.

## **Future Service Projections and Programs**

### **Fire Station # 6 Replacement**

Fire Station # 6 at 5145 North 63rd Street presents ongoing and extensive maintenance problems. The replacement of this building is a priority for the Fire Department.

### **Fire Training Center Relocation**

The current fire-training center at 960 Lee Hill Road was originally built in 1974 with some additions over the years. It provides a training location for the city Fire Department as well as other county agencies. Because of annexations and encroaching development, many of the props, such as a flammable liquid burn pit can no longer be used. Classroom and administration buildings are showing signs of the considerable wear and will require more than routine maintenance to continue to be useable.

The Public Safety Tax approved by voters in 1997 provided funding for the purchase of only land, for the relocation of the fire-training center. A countywide sales tax passed in 2001 will fund construction of three new training facilities in the county including one in Boulder. The location of the new Boulder fire training center is being explored. Two satellite facilities will be in Longmont and the Nederland area.

### **Apparatus Replacement**

The city is developing a planned fire truck replacement program.

### **Communications Center**

The city contracts emergency dispatching services from Boulder County Communications. Until recently, both city Police and Fire Departments participated in one dispatch center with the county. Police separated and went on their own in 2000. The Fire Department will consider which communications center will best meet its needs for the present and future. Operational and financial concerns will be considered when making the decision.

### **Wildland Facilities**

The Public Safety Tax approved by voters in 1997 added seasonal personnel to respond to wildland fires occurring on and around Boulder's open lands. That crew is also available to conduct wildland fire mitigation, forest thinning and prescribed burning. The Fire Department's wildland resources are currently housed in several separate facilities around the city. To ensure a more efficient operation of wildland protection, all wildland resources need to be consolidated. The Wildland Division is developing a master plan to address this need.

## 4. Police Service Program Summary

### Background Information

The Boulder Police Department (BPD) has adopted a policing philosophy that is built around the provision of 1) service, as represented by proactive problem solving through the establishment of community partnerships, and 2) safety, as represented by the aggressive application of modern law enforcement techniques. This philosophical shift from the traditional 911-driven, pure reactive approach to the delivery of police services emphasizes community-based, prevention-oriented policing. The issues and concerns in need of police attention emerge from ongoing discussion and interaction between the BPD and the community.

The department defines its fundamental responsibilities as encompassing six general functions.

- Enforcing laws and preserving public safety and order;
- Reducing crime and disorder through prevention and intervention;
- Responding to community needs through partnerships and joint problem-solving;
- Investigating and reporting serious and non-serious crimes for prosecution;
- Providing information and service referrals; and
- Managing and administering BPD operations.

The 1996 Master Plan made significant changes in the manner in which the Boulder Police Department conducts its business. Recommendations in the 2001 Master Plan focus on internal changes that continue to consolidate the earlier improvements and which do not require any additions to staffing or funding.

*Public Relations.* A major goal of the plan is the improvement in the level and type of publicity received by the department. To achieve this goal, the department plans to implement strategies to proactively interact and communicate with the entire community.

*Staffing/Service Adjustments.* To meet the policing needs of Boulder residents, including a commitment to problem-solving, community partnerships, technological changes, and planned efficiencies, changes will be required in the internal organizational structure.

*Internal Projects.* In reviewing its basic functions and core services, the BPD identified several special projects, and associated action items, on which they would focus additional efforts through 2006. These include responding to public profiling concerns, mentoring for career development, continuing work on gender and diversity issues, developing and implementing quality control checks to ensure consistency in supervision, and continuing to focus on community involvement in problem solving efforts.

### Service Standards

The Police Department acknowledges the common practice of estimating police staffing based on the number of officers per 1,000 population. Currently in 2005, the Department's officer per capita ratio is 1.68 officers per 1,000 inhabitants, down 1.2% from 2000 staffing and population levels. The Police Department recognizes that this ratio is not the only consideration when determining sufficient staffing levels. Additional factors used for consideration are community-policing philosophy, a decentralized service delivery model, expressed community needs as articulated in the master plan and analysis of quarterly public satisfaction surveys. Many of

these standards tend to be more staffing-intensive than merely responding to traditional law enforcement calls.

This expansion of the police role, beyond the exclusive function of crime control, has dictated a re-conceptualization of the historical standards used to measure police effectiveness. Cumulative measures of crime will continue to serve as indicators of police performance but only within the scope of the crime-control function. Because the department has adopted a decentralized, community-based model of policing, factors such as responsiveness to community issues and joint police-neighborhood intervention efforts emerge as important measures of successful policing. In addition to traditional measurements, future performance and service standards will reflect prevention, intervention and problem-solving efforts along with statistical counts of criminal behavior. In 2004, the clearance rate for major crimes was 29 percent, slightly above the national average.

### **Future Service Projections and Programs**

As of January 1, 2005, the department has accomplished its goals that were established in the master plan. In addition, the department has:

- Added two criminalists to provide advanced collection and forensic analysis of evidence
- Completed planning and will begin construction of a dedicated firearms range and expanded training facility
- Implemented quarterly community member satisfaction surveys
- Added a full time Public Information Officer for the department
- Due to budget cuts, the canine program was cancelled
- Due to budget cuts, the South Community Police Center was closed

Future plans include consideration of reinstating the programs that were eliminated if funding sources can be identified.

## 5. Transportation Master Plan Summary

*Since the first Transportation Master Plan in 1989, significant progress in building a balanced transportation system and in shifting to alternate travel modes has been realized in the Boulder Valley. However, growth in population and employment in the region and in the Boulder Valley threatens to increase auto traffic from outside the city and overwhelm those gains. The 2003 Transportation Master Plan identified four focus areas as the areas presenting significant challenges to the Boulder Valley. These focus areas are multimodal corridors, regional travel, transportation demand management (TDM) and funding.*

### Goals and Objectives

The [Transportation Master Plan \(TMP\)](#) was first adopted in 1989, as the city's long-range blueprint for travel and mobility. The 1989 TMP recognized the need to reconcile two often-conflicting goals: first 'to provide mobility and access in the Boulder Valley in a way that is safe and convenient,' and second 'to preserve what makes Boulder a good place to live -its quality of life- by minimizing the impact of auto traffic such as air pollution, congestion and noise.'

Since 1989, the TMP has clarified the city's policy that transportation plans and programs are placed within the context of the broader community goals to protect the natural environment and enhance Boulder's quality of life. The plan recognizes that Boulder is unlikely to build significant additional road capacity due to environmental, financial and physical constraints and community values. The Transportation Master Plan (TMP) then establishes the following goals for the Boulder Valley transportation system:

1. An integrated, multimodal transportation system emphasizing the role of the pedestrian mode as the primary mode of travel;
2. A transportation system supportive of community goals;
3. Sufficient, timely and equitable financing mechanisms for transportation;
4. Public participation and regional coordination in transportation planning; and
5. A transportation system supportive of desired land use patterns and functional, attractive urban design.

The following objectives are those measurable things reflecting these goals.

1. Continued progress toward no growth in long-term vehicle traffic;
2. Reduce single-occupant-vehicle travel to 25 percent of trips;
3. Continued reduction in mobile source emissions of air pollutants;
4. No more than 20 percent of roadways congested (at Level of Service [LOS] F);
5. Expand fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities; and
6. Increase transportation alternatives commensurate with the rate of employee growth.

### Plan Contents

The TMP contains the following elements:

- Goals and policies related to transportation;
- Modal plans for automobile, transit, bicycle, and pedestrian;
- Background on travel behavior and expectations;
- Strategic actions in the four Policy Focus Areas of multimodal corridors, regional travel, transportation demand management (TDM) and funding;

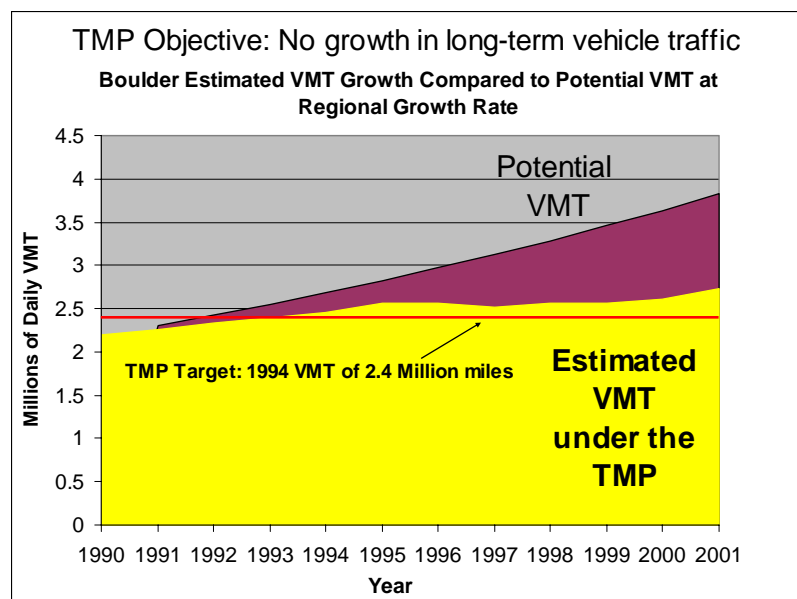
- An investment program of proposed projects and programs within our current funding limitations;
- An Action Plan as a framework for community action to fund an additional \$104 million of high priority, strategic transportation investments;
- The Vision for our ultimate transportation system.

#### Investment Priorities

To support the goals and policies of the TMP, the plan contains the three investment programs and prioritizes transportation spending. The city will generally give priority to transportation investments as follows\*:

- Highest priority - system operations, maintenance and travel safety;
- Next priority - operational efficiency improvements and enhancement of the transit, pedestrian and bicycle system;
- Next lowest priority - quality of life, such as sound walls and traffic mitigation; and
- Lowest priority - auto capacity additions (new lanes and interchanges).

*\*Note that within each priority level, all items are given equal weight.*



Corridor segments have been identified in the 10 multimodal corridors, and investments in modal enhancements will be prioritized by the ranked multimodal corridor segments. Investments in modal enhancements will integrate all modes.

The three investment programs implement the policy direction of the TMP at different funding levels. The Current Funding program, fixed at current funding levels, is estimated at \$448 million through 2025. To implement the Action Plan an additional \$111 million would be needed over current funding levels. The Vision represents the completed multimodal system desired by the community and will take longer than 2025 to support financially as it would require an additional \$300 million over expected revenues by 2025.

The complete TMP as well as the background materials developed for the 2003 TMP can be found on the Web at:

<http://www.ci.boulder.co.us/publicworks/depts/transportation/masterplan/index.html>

The existing transportation system and the plan's proposed investments can also be interactively mapped using "Map It" at:

[http://gisweb.ci.boulder.co.us/website/pds/Transportation\\_gisweb/viewer.htm](http://gisweb.ci.boulder.co.us/website/pds/Transportation_gisweb/viewer.htm)

## **6. Raw Water Master Plan Summary**

### **Background Information**

The city gets its water from the Boulder Creek Basin and from the western slope through the Colorado-Big Thompson (CBT) Project and Windy Gap Project. Flows in the watershed basins supplying each source are highly variable from year to year. Because of this, the amount of water derived from each of Boulder's water sources and delivered into the municipal system also varies.

#### **1. Boulder Creek Basin Water Rights**

The city's water rights in the Boulder Creek Basin include direct use and storage rights on both Middle and North Boulder Creek and exchange rights. The city's exchange rights allow the city to release water into lower Boulder Creek near 75th Street from Boulder and Baseline Reservoirs in exchange for increased diversion at the city's direct use and storage points on Middle and North Boulder Creeks. Most of the city's water rights are absolute. The city also has several conditional rights that are being developed for future use.

#### **2. The Colorado-Big Thompson (CBT) Project**

Boulder receives western slope water at Boulder Reservoir from the CBT Project facilities. The city utilities own 21,015 CBT units out of a total of 310,000 units in the project. At present, CBT deliveries to Boulder can only be made from April through October of each year due to winter operating limitations on canals. Boulder uses CBT water for direct treatment at the Boulder Reservoir Water Treatment Plant, either diverted directly from the Boulder Feeder Canal or pumped out of Boulder Reservoir, and as a source of exchange water to increase water deliveries to the Betasso Water Treatment Plant.

#### **3. The Windy Gap Project**

The Windy Gap Project delivers western slope water to municipal and industrial water users on the east slope through CBT facilities. The city has an allotment contract for 37 units out of a total of 480 units in the project. These units, when used in conjunction with storage space in Boulder and Barker Reservoirs and "borrowing" of CBT water, can deliver up to 3700 acre-feet per year. Unlike much of the rest of Boulder's water, the Windy Gap water is fully consumable, meaning that the return flows (wastewater effluent and lawn watering runoff) from this source can be reused either for exchange back into Boulder's water system or by leasing to other downstream users.

Boulder's water supply system includes many storage, conveyance, hydroelectric and treatment facilities. The city owns approximately 7,200 acre-feet of reservoir storage space in the North Boulder Creek watershed, 11,686 acre-feet of storage in Barker Reservoir on Middle Boulder Creek, and 8,500 AF in Boulder Reservoirs. Boulder's two water treatment facilities are the Betasso plant, with approximately 45 million gallons per day (MGD) of treatment capacity and the Boulder Reservoir plant at about 16 MGD. The city operates eight hydroelectric plants located within the municipal water supply system. Four of these hydro plants are located on raw water pipelines, and four are on treated water transmission pipelines. Electricity generated at these plants is sold to Xcel Energy.

Water provided by the city serves a variety of purposes ranging from those uses that require an assured supply such as drinking water and firefighting, to those uses that can tolerate occasional restrictions, such as lawn irrigation and car washing. It is recognized that no municipal water supply can ever be 100 percent reliable against all risk factors and that the economic and environmental opportunity costs of reducing the risks of occasional water shortages are significant. The reliability standards for the city's municipal water supply that were adopted by City Council in 1989 are:

1. For those water uses deemed essential to the maintenance of basic public health, safety and welfare such as indoor domestic, commercial, industrial uses and firefighting uses, the city will make every effort to ensure reliability of supply against droughts with occurrence intervals of up to 1,000 years.
2. For the increment of water use needed to provide continued viability of outdoor lawns and gardens, the city will make every effort to ensure reliability of supply against droughts with occurrence intervals of up to 100 years.
3. For the increment of water needed to fully satisfy all municipal water needs, the city will make every effort to ensure reliability of supply against droughts with occurrence intervals of up to 20 years.

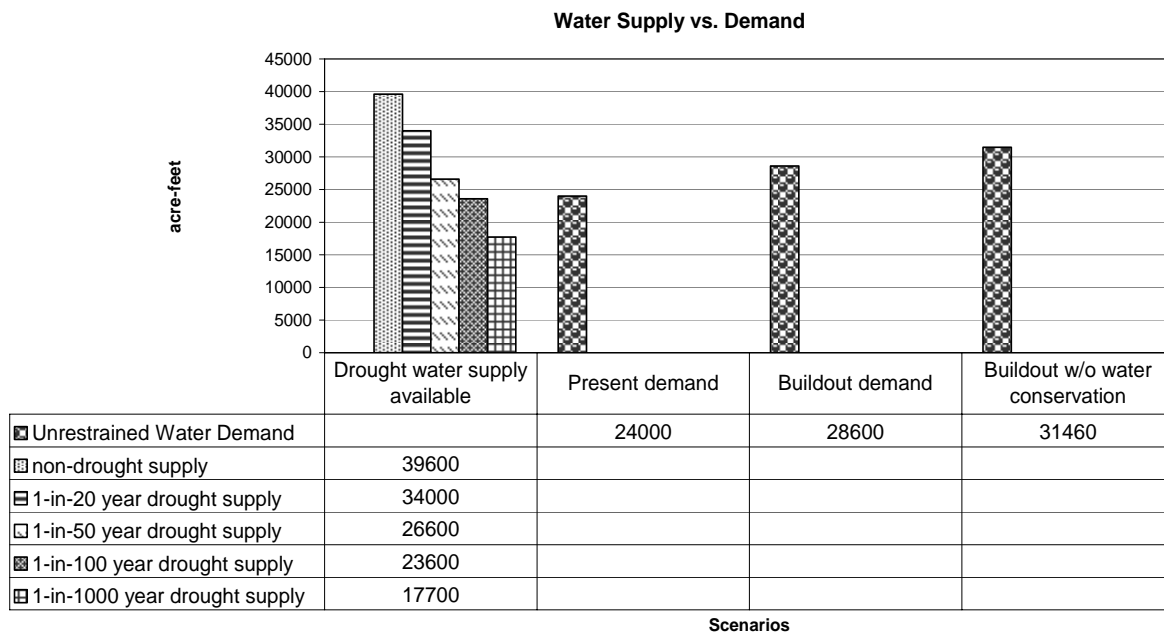
The Raw Water Master Plan anticipates that the city will maintain a diversity of water supply sources (both east and west slope sources) in order to hedge against droughts and increase water supply reliability. In addition, the master plan identifies multiple-purpose uses for the city's municipal raw water supplies. In addition to residential and commercial consumptive uses, the city's raw water supply has been used for maintaining streamflow and enhancing stream habitat in Boulder Creek and its tributaries and for leasing to downstream agricultural and recreational users.

### **Future Service Projections and Programs**

Based on extensive modeling of the city's municipal water system and its water supply basins, it is believed that the city has sufficient raw water supply holdings to meet the ultimate municipal water needs of expected development levels within the city's water service boundaries based on the current BVCP planning area. Future water needs were evaluated in the Raw Water Master Plan in 1989. Water demand forecasts have been updated several times since then based on demographic and land use forecasts provided by the city Planning Department and expectations of results from conservation practices.

Boulder's future water demands were most recently evaluated as part of the Drought Plan process in 2003 and are shown below. Current modeling shows that the city's present water rights portfolio would provide sufficient water to meet all demands at full buildout of the BVCP area during 275 years out of a period of 285 years. Voluntary use reductions or moderate use restrictions would be necessary in about nine years due to reduced supplies during drought. Severe use restrictions would be required in only one year out of 285 years when drought conditions would reduce water yields significantly. At no time during the modeled scenario did water yields drop below the level of meeting essential indoor needs. This model outcome meets the adopted reliability criteria for the city's water supply system.

The 1989 Raw Water Master Plan recommended improved management of the city's water holdings and some capital projects, many of which have been implemented and can be found in the plan.



More information on Boulder's water resources as well as a Boulder Watershed Map can be found on the Web at:

<http://www.ci.boulder.co.us/publicworks/depts/uw2.html>

## **7. Treated Water Facilities Master Plan Summary**

### **Background Information**

The treated water facilities include the water treatment plants, reservoirs, pump stations, hydroelectric facilities, pressure reducing station and the transmission/distribution lines (water mains).

The city of Boulder's Water Utility operates two water treatment plants - the Betasso Water Treatment Plant and the Boulder Reservoir Water Treatment Plant. Mountain water from the city's watershed and Barker Lake is treated at Betasso, which has a capacity of 46 million gallons per day (MGD). Water available from the Colorado-Big Thompson Project and the Windy Gap Project is treated at Boulder Reservoir, which has a capacity of 13 MGD. Site constraints at the mountainous Betasso plant preclude the realistic expansion of this facility, so all future water treatment expansion will occur at Boulder Reservoir.

The city operates six covered reservoirs, ranging in capacity from 2.0 million gallons (MG) to 9.5 MG, with a total storage capacity of 38.9 MG. There is also a clearwell at each of the treatment plants.

Due to the geographic location of Boulder, the Water Utility serves low areas adjacent to Boulder Creek in the eastern section to high areas against the mountains in the western section. To adequately serve this wide variation in ground elevation, the water distribution system is divided into three pressure zone areas. There are seven pressure-regulating stations in the system that regulate pressure and flow between pressure zones or into storage reservoirs. There are four booster pumping stations in the system, as well as a pumping station at the Boulder Reservoir Water Treatment Plant. These booster pumping stations are able to pump water from a lower elevation pressure zone into a higher elevation pressure zone.

The city operates four hydroelectric facilities on treated water transmission lines with three additional units on raw water transmission lines. The hydroelectric facilities use the power generated from the elevation differential to produce electricity, which is then sold to Xcel Energy.

In 2000 the city revised the master plan for treated water facilities. Integra Engineering assisted city staff with this effort. As a result, the city continued a moderate water conservation program aimed at reducing the peak water demand and began aggressively replacing water distribution pipes. The utilities division has also developed a computerized hydraulic model of the water delivery system and is evaluating the adequacy of this system on an ongoing basis.

As part of the master planning process, the city adopted the following reliability criteria for delivery of treated water:

1. The city will ensure the delivery of the water required to satisfy essential needs including the maintenance of basic public health, safety and welfare such as indoor domestic, commercial and industrial uses and fire fighting uses, except for droughts and system failures having a frequency of no more than once in 100 years. The average winter consumption plus a fire-flow reserve demand is established as a measure of this demand.

2. The city will ensure delivery of the water required to provide for the continued viability of exterior landscaping, except for droughts and system failures having a frequency of no more than once in 50 years. The following method is used to establish a measure of this demand:

$$\text{ELD} = \text{AWC} + 0.65 * (\text{PMD} - \text{AWC})$$

WHERE: ELD = Exterior Landscaping Demand  
AWC = Average Winter Consumption  
PMD = Peak Month Demand

As an alternative, 75 percent of the peak month demand may be established as a measure of this demand.

3. The city will ensure delivery of the water required to fully satisfy all uses, except for droughts and system failures having a frequency of no more than once in 20 years. The peak hour demand or the peak day demand plus a fire-flow reserve demand is established as a measure of this demand.
4. Providing redundant facilities where practical will minimize complete interruptions to the delivery of water.
5. A reserve capacity of 10 percent will be maintained in the water delivery system. The maintenance of such a reserve capacity will allow a degree of planning flexibility and mitigate water delivery problems that might be caused by operator error.

### **Future Service Projections and Programs**

In 2000, the city updated the Treated Water Master Plan to reassess the city's treated water system and to present a plan for future system development needs. Revisions to water quality regulations and standards, changes to Boulder's land use and zoning and completion of many improvements are major items considered in the update of the Treated Water Master Plan.

The following major improvements are proposed in the 2000 update to the Treated Water Master Plan:

1. The water treatment plants need rehabilitation and improvements to their chemical mixing, flocculation and sedimentation processes in order to optimize treatment and maintain existing capacity. The plan recommends replacing the complicated and potentially hazardous chlorine gas disinfection system at the Boulder Reservoir Water Treatment Plant. With these improvements, the existing water treatment plants are expected to meet Boulder's future quality and capacity requirements.
2. The newly revised master plan recognizes the industry-wide problem of aging distribution piping. To maintain the current level of reliability, the future will require increased spending on maintenance and replacement of break-prone and aging pipes. The plan recommends replacing one percent of the pipes each year to limit system aging.

Potential development in Areas I and II can be served through a logical extension of the existing distribution system. Proper water main sizing and looping is required. As the water distribution system continues to grow, existing water mains will need to be rehabilitated or replaced. Smaller diameter water mains may need to be replaced to improve fire-flow efficiency.

More information on Boulder's water treatment can be found on the Web at:  
<http://www.ci.boulder.co.us/publicworks/depts/uw4.html>

## 8. Wastewater Treatment Master Plan Summary

### Background Information

All domestic and industrial wastewater generated within the city of Boulder is processed at the city's 75th Street Wastewater Treatment Plant (WWTP). Septic wastes, hauled to the facility by private haulers, are also processed at the facility. Treated liquid effluent is discharged to Boulder Creek, and anaerobically digested sludge generated at the wastewater treatment plant is hauled away and is applied to farmland. In 2003 an average of 16 million gallons a day of wastewater was processed at the plant.

The *Wastewater Utility Plan* was prepared in November 2002 to meet the Denver Regional Council of Governments' Clean Water 2000 requirements. The Utility Plan's main objectives were to: (1) define the service area for the WWTP with determined and limited boundaries, (2) describe existing and projected WWTP flows; (3) describe the collection system contained within the WWTP service area and potential future upgrades and improvements, and (4) provide information on future treatment processes.

The plan identified the best treatment technologies for meeting the National Pollutant Discharge Elimination System (NPDES) permit, revised in 2002, which imposed more stringent effluent standards for the removal of ammonia and for meeting anticipated future nutrient removal requirements. The *Wastewater Utility Plan* succeeds the *Wastewater Treatment Facilities Plan* as the current de facto 'master plan' for wastewater treatment.

State stream classifications set the amount of various chemical substances allowed in streams, and discharge permits are issued to assure compliance by point sources such as wastewater treatment plants. Boulder's treatment plant is required to be in compliance with state standards, and the city is initiating major improvements to the WWTP to assure this.

Currently, the WWTP provides sludge treatment through an anaerobic digestion process to meet state and federal Class B biosolids regulations. The Class B biosolids are then agriculturally (land) applied in Eastern Adams County.

However, producing a higher classification, or more stable form, of biosolids could become more beneficial and cost-effective approach in the future. The Utility Plan recommended two improvements to the solids handling facilities at the plant:

1. Construction of a Class A biosolids composting facility.
2. Improve the biosolids handling and dewatering process at the WWTP.

The City Council provided direction in August 2005 regarding biosolids. This includes: maintaining the current Class B biosolids land application program with a portion of the biosolids production composted at a private composting facility and continuing to track biosolids treatment and recycling research and trends to see if better long term options become available.

### Future Service Projections and Programs

The upcoming liquid stream improvements to the WWTP should provide adequate treatment of the city's wastewater through the year 2025, provided the current discharge permit and land use regulations do not change substantially. However, it is likely that the discharge permit requirements will become more stringent, perhaps requiring nutrient removal in the future. These

anticipated limits for nutrient removal will require the city to further improve the treatment process. The improvements being designed now will treat the 25.0 million gallons per day flows expected in 2025. This flow represents the 'build out' condition at the existing allowable land use densities.

More information on Boulder's Wastewater Treatment operations can be found on the Web at:  
<http://www.ci.boulder.co.us/publicworks/depts/uw4.html>

## **9. Wastewater Collection System Master Plan Summary**

### **Background Information**

The city's wastewater collection system consists primarily of gravity sewers of various sizes that collect and convey wastewater from residential, commercial and industrial customers to the city's 75<sup>th</sup> Street Wastewater Treatment Plant (WWTP). In addition, a pump station and force main is operated in the Gunbarrel area to convey wastewater that cannot flow by gravity to the WWTP.

The July 2003 Wastewater Collection System Master Plan Update, July 2003, was completed by Brown and Caldwell. Previous master plans were completed by McLaughlin Water Engineers in 1983 and Black & Veatch Consulting Engineers in 1978 and 1972. The wastewater collection system master plan identified, via hydraulic modeling, improvements needed to convey existing peak dry weather flows, to convey the 2025 peak day dry weather flows, and to convey the 10 year storm inflow imposed upon the 2025 dry weather flows.

The city's wastewater collection system is designed to convey all authorized wastewaters to the WWTP at the flow rate required by the city's customers, precluding backups and spills that would endanger human health, personal property and the environment. In the case of certain commercial and industrial customers, pretreatment of the wastewater is required to reduce the concentration of chemical constituents that may adversely impact the treatment ability of the WWTP.

### **Future Service Projections and Programs**

There are no known major deficiencies in the city's wastewater collection system that requires rehabilitation or improvement. Most existing sewers have sufficient reserve capacity to accommodate future growth and redevelopment. Infiltration of groundwater is prevalent in certain areas and inflow of rainwater causes major flow increases as the WWTP and surcharging of the collection system during wet weather periods. Additionally, system aging is becoming a concern because much of the system has been in service for over 50 years.

The Utilities Division developed a computerized hydraulic model of the wastewater collection system that has been used since 1995 for evaluating problems and the adequacy of this system on an on-going basis.

## 10. Comprehensive Flood and Stormwater Utility Master Plan Summary

### Background Information

The Stormwater and Flood Management Utility was established in 1973 and is responsible for the city's flood management, stormwater quality and stormwater drainage programs. Its responsibilities include:

- Administration and operations
- Utility rates and finance
- Program development and management
- Flood and stormwater regulation and compliance
- System master planning and design
- Public education and community outreach
- Flood prediction and response
- Stormwater quality management.
- Emergency preparedness and day-to-day operations
- Capital improvements and land management

The utility is funded primarily by monthly utility fees charged to all developed properties. Additional funding is provided by plant investment fees for new development, proceeds from bonds and grants, interest on investments, intergovernmental expenditures, and annual cost-shared allocations from the Urban Drainage and Flood Control District.

### Future Service Projections and Programs

The [Comprehensive Flood and Stormwater Utility Mater Plan \(CFS\)](#), adopted in 2004, serves as the framework for evaluating, developing and implementing various programs and activities in the utility within the scope of the available budget. The CFS replaces the 1989 Comprehensive Drainage Utility Master Plan (CDUMP) and outlines the following guiding principles used in managing the utility:

#### Floodplain Management

- Preserve floodplains
- Be prepared for floods
- Help people protect themselves from flood hazards
- Prevent adverse impacts and unwise uses in the floodplain
- Seek to accommodate floods, not control them

#### Stormwater Quality

- Preserve our streams
- Prevent adverse impacts from stormwater
- Protect and enhance our stream corridors

### Stormwater Drainage

- Maintain and preserve existing and natural drainage systems
- Reduce and manage developed runoff
- Eliminate drainage problems and nuisances

More information on Boulder's Flood and Stormwater Utility as well as a copy of the Comprehensive Flood and Stormwater Master Plan can be found on the Web at:

[http://www.ci.boulder.co.us/publicworks/depts/utilities/projects/stormflood\\_plan/index.htm](http://www.ci.boulder.co.us/publicworks/depts/utilities/projects/stormflood_plan/index.htm)

## 11. Library Master Plan Summary

### **Background Information**

The Boulder Public Library (BPL) has grown from the original Carnegie Branch location on Pine Street, constructed in 1907, to four branch facilities totaling 115,314 square feet. The library provides a variety of circulating materials available for borrowing, including books, tapes, videos, compact discs, DVD's and books on tape. It provides a variety of reference services, both print and electronic, online access, library catalogs for Colorado and the nation, and many CD-ROM databases.

The extensive BPL Web Site includes online access to patron card account information. The library offers a special services department for the hearing and visually impaired as well as a homebound delivery service, a child and adult literacy program, and free concerts and films in the auditorium throughout the year. It also provides governmental and community information resources, rotating displays of art and materials for special populations (ethnic, low-income, disabled and foreign language speakers). The Boulder Public Library strives to be a vital center for intellectual and cultural resources in downtown Boulder and in the surrounding branch locations.

**Mission** The Boulder Public Library has developed and refined a mission statement over the years, called the 'Purpose and Policy Statement of the Boulder Public Library.'

The purpose of the Boulder Public Library is to enhance the personal development of Boulder residents by seeking to meet their informational needs, recognizing the benefits to the community of a well-informed population, the individual's capacity for self-improvement, the worth of each person, and the need for human dignity.

### **Future Service Projections and Programs**

The library's most recent Master Plan was prepared in 1994 and adopted by City Council in 1995. The plan outlines library mission and policy statements, services and facilities, and direction for development, with a focus on examination of two major themes: the ability to fulfill the demands of the various roles of the library within the limits of its resources and the changes in information technology.

A new master plan is currently under development, scheduled for approval in 2006. Information on plan development may be accessed at the Master Plan Development Web site. Based in research on best practice, and informed by community input, the new plan will guide library facilities and service development consistent with Boulder Valley Comprehensive Plan service standards and policies.

Information delivery is especially impacted by the electronic environment, where the keynote is rapid change in formats and technologies. Planning will incorporate mechanisms to track developments in information delivery services in order to provide patrons with best access to information in a variety of formats.

THE LIBRARY SERVICE AREAS MAP WILL BE ELIMINATED.

More information on the Boulder's Libraries and the Master Plan Update can be found at: <http://www.boulder.lib.co.us/general/>

## 12. Housing and Human Services Program Summary

*The Housing and Human Services Master Plan is being drafted. It is anticipated that the Master Plan will be presented to City Council for approval in the fall of 2005.*

The Department of Housing and Human Services (HHS) provides residents with opportunities for growth and the tools necessary to be productive and contributing members of the community. From the underlying principles that guide the department's work to the varying roles that it plays to achieve its goals, the mission of the department is designed to achieve a healthy community in partnership with other city departments, governmental entities, educational institutions, the private sector, community organizations and the public.

### **Mission**

To create a healthy community by providing and supporting diverse housing and human services to Boulder residents in need.

### **Guiding Principles**

- **Safety net services:** The department supports services ensuring physical and mental health care, food and nutrition, emergency shelter, transitional housing and housing for very low income residents in order that basic, life-sustaining needs of all residents are met.
- **Community responsibility and social equity:** The department has a responsibility to ensure a quality environment that promotes a livable community for all its residents.
- **Economic and social diversity:** Boulder is a mosaic of people of differing incomes, ages, abilities and cultures. The department is committed to the respect, value and support of each member of the community and seeks the elimination of all forms of discrimination.
- **Self-sufficiency:** The department supports services that provide opportunities for each individual to reduce dependencies and increase self-reliance through self-improvement.

### **Roles**

- **Leader:** HHS is a leader in making strategic investments in the community that both create opportunities and provide critical services. To that end, HHS works with the community to understand current and emerging needs and develop dynamic, coordinated strategies and plans to address those needs.
- **Funder:** HHS contracts with community organizations to provide programs and services. In this role, HHS:
  - ⌘ Funds the most efficient, quality services possible, minimizing duplication of services;
  - ⌘ Makes funding decisions based on competitive Request for Proposals (RFP) processes within priority areas;
  - ⌘ Bases RFP decisions on an organization's ability to deliver clearly defined outcomes; and
  - ⌘ Empowers community members to make funding recommendations to City Council.
- **Service Provider:** HHS limits its role as a provider of housing and human services to those situations where there is: 1) an expressed desire of City Council or the community, 2) a demonstrated service need that cannot be met through other sectors (e.g., human rights enforcement), or 3) the nature of the service requires such a broad community collaborative effort that it is more appropriate for the city to assume leadership (e.g., multipurpose senior centers).

## **Investment Scenarios**

The proposed Master Plan presents three investment scenarios based on potential funding: Fiscally Constrained Investment, Action Investment, and Vision Investment. The Fiscally Constrained Investment plan assumes that current levels of funding coming to the department will continue through 2015 and adapts programs and services over time to meet changing demographics and needs. The Action Investment plan contains additional funding necessary to achieve established City Council goals in the areas of housing and community sustainability. The Vision Investment plan envisions enhanced funding to increase the percentage of affordable housing in the city and more fully support programs and services that provide opportunities to reduce dependencies and increase self-sufficiency.

## **HHS Programs and Services**

Department programs and services are delivered through the four divisions: Children, Youth and Families; Community Services; Housing; and Senior Services. Approximately one-quarter of the department's revenues are from the city's General Fund; the bulk of the department's funding is derived from other sources such as the federal government, private grants, designated city taxes and fees. The outstanding characteristic of the HHS budget is that nearly two-thirds is allocated to community organizations, governments and private developers through grants and contracts in support of housing development or acquisition, safety net services, and prevention and early intervention services.

Children, Youth and Families Division provides community and school based services through prevention and early intervention programs for youth and their families, mediation services, child care referral, training and financial assistance programs, and funding to the community for youth programs. Leveraged funding and strong community partnerships enable the division to develop programs that build community capacity and provide direct services to meet the needs of the community's children, youth and families, particularly for low income and vulnerable populations.

Community Services Division annually provides \$2.5 million to community organizations through the Human Services Fund to strengthen the community's human services sector, including both nonprofit and governmental agencies. Additionally, the division enforces Boulder's Human Rights Ordinance and staffs the Human Relations Commission, which serves as a bellweather for City Council on trends, issues and community concerns regarding social policy and social justice and serves as final arbiter in cases of alleged discrimination.

Housing Division implements Boulder's affordable housing goal - 10 percent of the housing stock as affordable by the year 2011 - through several strategies, including affordable housing requirements for new residential development, funding for non-profit and for-profit housing developers who develop affordable housing, certain fee waivers and subsidies, and regulatory and land use incentives. Affordable housing units generated by the Housing Division include a mix of shelter, group homes, rental and homeownership options, including new construction and the acquisition of existing units. A variety of income levels and populations are served, from those struggling with homelessness, to special populations, seniors and workers in the community.

**Senior Services Division** staff help plan senior care, assist seniors and their caregivers to help relieve the stress of care giving and provide resources to assure quality care. Other services include wellness, health education, peer counseling, money management programs and sports classes, trips and special events to address changing needs. The West and East Senior Centers serve as focal points for the delivery of services to Boulder's senior population. The West Senior Center also provides Meals on Wheels the use of the Center's kitchen to serve nutritious meals at reduced cost, increasing opportunities for socialization and reducing many seniors' isolation.

A March 2005 draft of the Housing and Human Services Master Plan is available at:  
<http://www.ci.boulder.co.us/hhs/HHSMP%20homepage.htm>

## 13. Environmental Program Summary

### Background Information

The city of Boulder has a long history of working to protect the natural environment. Current city policies and programs preserve open space and natural habitat, manage transportation needs, facilitate recycling, protect clean air and water and promote sustainable practices. The city's environmental agenda continues to expand to meet the strong resident interest in sustaining Boulder's natural beauty, conserving resources and reducing pollution. The programs outlined below represent those sponsored primarily by the Office of Environmental Affairs and Planning and Development Services organization. Other city offices including Water Quality, Parks and Recreation, and Open Space and Mountain Parks sponsor additional environmental programs.

### Air Quality

The city of Boulder and its residents are particularly concerned about the health and environmental impacts caused by air pollution. In August 2002, the Denver metro area was designated as an "attainment area" by the EPA, returning to full compliance with the national ambient air quality standards. However, due mainly to the increase in vehicles and vehicle miles traveled, the region experiences increased air pollution both in the winter and summer and is close to exceeding new, stricter standards for ozone and particulate matter (PM-2.5). City of Boulder staff will continue to work with the Regional Air Quality Council on regional programs to reduce summer ozone and improve visibility.

To further address air pollution concerns, the city of Boulder is a member of the Department of Energy's Clean Cities program. The city's Fleet Services Division is committed to purchasing alternate fuel vehicles (AFVs) when available and is actively working to find suitable vehicles and applications. The city's Transportation Division includes GO Boulder, an organization charged with promoting alternatives to single-occupant auto travel (see Transportation Master Plan Summary for more information about the city's goals and strategies). GO Boulder coordinates efforts to reduce traffic congestion and pollution by encouraging city employees and the entire community to commute to work via bus, bike, carpool or foot.

### Partners for a Clean Environment (PACE)

Partners for a Clean Environment is a voluntary, non-regulatory program that provides free pollution prevention education and technical assistance to Boulder County businesses. PACE Certification offers recognition to businesses associated with a high level of environmental performance. The PACE program began certifying businesses in 1994. Currently, certification is available in the following business sectors: auto body shops, auto repair shops, printers, dental offices, restaurants, landscape professionals, retailers and manufacturers. The program is a cooperative effort of the city of Boulder Environmental Affairs Office, Boulder County Public Health - Environmental Health, City of Longmont, Town of Superior, and Boulder Chamber of Commerce. Agencies involved in the Watershed Approach to Storm Health, or WASH Program, also sponsor the PACE program. Significant reductions in air emissions, hazardous waste and resource use have been achieved by program participants. Program results are available on [www.pacepartners.com](http://www.pacepartners.com).

### Integrated Pest Management

The city of Boulder has an Integrated Pest Management (IPM) policy that was developed in 1993 and revised in 2002. Policy implementation limits pesticide use for treating pests. City departments have developed best management practices for major pests. The city posts pesticide applications on the IPM Hotline, which is available by phone and the city Web site. Community outreach includes IPM tips for homeowners, information on reducing pesticide use in landscaped areas, and information on the city's Pesticide Ordinance which requires notification of pesticide application.

### West Nile Virus Vector Control Program

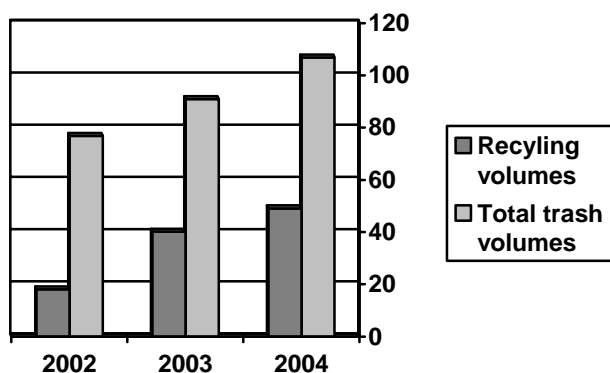
The city of Boulder adopted the West Nile Virus (WNV) Vector Control Plan in 2003 in response to the public health threat of WNV. It is based on an Integrated Pest Management approach to mosquito control. It includes education and outreach, including a Web site, to the community in cooperation with the Boulder Public Health Department. The mosquito control aspect of the plan focuses on controlling the larvae of the mosquito species that can effectively transmit WNV to humans, *Culex tarsalis* and *C. pipiens*. All city-owned lands have been mapped and are monitored throughout the mosquito season for the presence of *Culex* larvae. When *Culex* larvae are found, the wetland or pond is treated with the larval control agent, *Bacillus thuringiensis israelensis* (*Bti*). Adult mosquitoes are trapped weekly and tested for the presence of WNV. The city's plan includes emergency adult mosquito spraying if thresholds are reached.

### Waste Reduction and Recycling

The city of Boulder requires that all trash haulers operating in the city charge volume-based rates for residential and commercial trash collection, rewarding recycling and waste reduction activities. Additionally, the trash haulers in the city must provide unlimited curbside recycling to all single family residential customers. All materials are delivered to the Boulder County Recycling Center. An occupation tax on the trash haulers is used to fund community recycling and waste reduction programs.

### Trash and Recycling Volumes 2002-2004

(in thousand tons)



City-sponsored recycling and waste reduction programs include: a year-round yard and wood waste drop-off centers at Western Disposal; a Center for Hard-to-Recycle Materials (CHaRM) operated by Eco-Cycle that accepts televisions, computers and other electronic equipment, textbooks, and plastic bags; a community-wide spring cleanup organics collection program and a

fall leaf drop-off, both operated by Western Disposal; and extensive waste reduction education programs. Other city-sponsored recycling programs include a backyard composting education program and a procurement policy to promote city purchases of recycled and recyclable products and products with minimal environmental impact. The city, the county, and other cities in the area co-sponsor a household hazardous waste facility. The facility accepts a wide range of materials at no cost to residents.

### **Energy and Green Building**

Energy conservation, the use of alternative energy resources and green building have long been priorities for the city. Since the adoption of its 1980 Energy Action Plan, the city has developed programs such as the Green Points program, which requires residential builders to earn points from a menu of energy and resource efficient alternatives in order to obtain a building permit. The city has committed to meeting the US Green Building Councils' Leadership in Energy and Environmental Design silver certification for all future city facilities and major retrofit or remodeling projects. The city also seeks to reduce dependence on fossil fuels through hydroelectric power generation, co-generation and the purchase of renewable energy for city facilities.

### **Greenhouse Gas Emissions Reduction**

In 2002, City Council adopted the initial goal to be in alignment with the Kyoto Protocol target of reducing greenhouse gas emissions seven percent below 1990 levels. This goal has resulted in the need for a full range of education and assistance programs to reduce energy and vehicle fuel use and increase purchase of renewable energy. Efforts have focused on leveraging external financial resources, outreach, education and development of a Climate Action Plan. The plan will be implemented over time as additional resources are available.

### **Wetland Protection**

In February 1992, City Council adopted the following goal: 'protect all wetlands in the Boulder Valley.' This goal aims to ensure 'no net loss' of wetland acreage or function. Since the city does not have the ability to protect all wetlands outside the city limits, at a minimum, significant wetlands outside the city and inside the Boulder Valley should be protected. The city of Boulder will be held to the standard of 'no net loss' on city lands and for city projects both inside and outside the city limits. A wetland protection ordinance that requires a permit for certain activities in and around wetlands went into effect in 1993.

The implementation techniques listed below all contribute to the no net loss goal of the wetlands protection program:

- A local wetland permitting program
- Negotiated agreements with other governmental entities to protect wetlands
- Acquisition of significant wetlands
- Public education and technical assistance to encourage property owners to preserve, enhance, and restore wetlands through voluntary compliance
- Preservation, restoration, and enhancement of wetlands in conjunction with the development and maintenance of capital facilities
- Preservation, restoration, and enhancement of wetlands on city-owned or managed land.

**Future Plans and Programs**

The city continues to expand its environmental efforts. Activities planned for the next few years include continued updates to the International Energy Conservation Code that was adopted in 2001, an evaluation of the commercial development standards, development of a Master Plan for Waste Reduction, a Climate Action Plan for reducing the community's greenhouse gas emissions, a Sustainability Indicators Program, and a Strategic Plan for all other city environmental programs.

For more information on environmental programs, see the Environmental Affairs Web site at: [www.ci.boulder.co.us/environmentalaffairs/index.html](http://www.ci.boulder.co.us/environmentalaffairs/index.html)

## 14. Greenways Program Summary

### Background Information

The city of Boulder Greenways System is a series of riparian corridors, including Boulder Creek and six of its tributaries, which integrate the multiple city objectives of habitat protection, water quality enhancement, storm drainage and floodplain management, trails, recreation and cultural resources protection. The Greenways Capital Improvements Program budget is currently funded at \$450,000 per year, with equal contributions made from the Transportation Fund, Flood Control Fund and the Lottery Fund. The activities of the program are coordinated by the Greenways Coordinator who works under the direction of the Utilities Project Coordinator in the Public Works Department.

### History

In 1984, the city adopted the Boulder Creek Corridor Plan which recommended development of a continuous path and other improvements along the entire length of Boulder Creek. These improvements provided flood hazard mitigation, a linear urban park for recreational and transportation use, and restoration and enhancement of wetlands and fish and wildlife habitat. Design guidelines were established to set standards for appearance, quality and placement of elements which were incorporated in the Boulder Creek corridor.

When completed in 1987, the Boulder Creek corridor provided recreational and transportation opportunities, as well as a buffer zone between the stream channel and nearby development. Wetlands were restored along the corridor to provide stormwater and flood retention and filtering. The Boulder Creek project also restored the riparian habitat along the creek, which had become considerably degraded. Natural vegetation was planted and corridor use was redirected to the Boulder Creek path to reduce on-going damage. Aquatic habitat, which had been severely affected by diminished stream flows and creek channelization was restored. A self-sustaining creek channel and healthy aquatic habitat were established with the implementation of minimum stream flow agreements for Boulder Creek.

The Greenways Program was an outgrowth of the Boulder Creek Corridor Project. The basis of the program is the understanding that stream corridors are a vital link in the larger ecosystem and that each stream is an important natural and cultural resource in the community. The public support of the Boulder Creek Project led to an interest in expanding the program to include six additional tributaries within the city.

The city designated over 20 miles of stream corridors along the following tributaries of Boulder Creek for inclusion in the original Greenways Program:

- South Boulder Creek
- Bear Canyon Creek
- Skunk Creek
- Goose Creek
- Wonderland Creek
- Fourmile Canyon Creek
- Elmer's Twomile Creek was later added as a tributary to Goose Creek because it was considered an important transportation corridor.

### **Greenways Master Plan**

Funding for a Greenways Master Plan was approved by City Council in December 1987. The plan was developed by staff from the Planning, Public Works, Parks and Recreation, and Open Space and Real Estate departments and adopted by City Council in January 1989. A refined master plan, design guidelines, a capital improvement program and a more detailed reproducible map were approved by council in September 1990.

An interdepartmental staff group, under the direction of the Greenways Coordinator updated the Greenways Master Plan in December 2001. The updated Master Plan includes an evaluation of the program to date and historical information about the program, an identification and evaluation of projects and opportunities for each of the Greenways objectives, and a maintenance strategy, organization structure, procedures and processes for project planning and public involvement and a proposed financing plan.

As a part of the Master Plan Update, a less cumbersome process for Greenways project review and approval was developed. The new process involves the establishment of a Greenways Advisory committee (GAC). The GAC is made up of one representative from the Water Resources Advisory Board (WRAB), Transportation Advisory Board (TAB), Parks and Recreation Advisory Board (PRAB), the Open Space Board of Trustees (OSBT) and Planning Board, designated by the chair of each of the boards. The members of the GAC act as the representative and liaison for their respective board on Greenways issues and interests. The Committee provides a single point of contact for the public to bring comments and allows an opportunity for discussion where all of the Greenways Program objectives are represented.

The Greenways Master Plan can be found at:

<http://www.ci.boulder.co.us/publicworks/depts/utilities/projects/greenways/MasterPlan/masterplan.htm>

## **15. Boulder Arts Commission Community Cultural Plan**

### **Background**

In 1993, City Council approved the executive summary of the *Boulder Cultural Plan*, a joint effort between the Boulder Arts Commission, the Arts and Humanities Assembly of Boulder and the community. The executive summary includes the philosophy and goals for each of four areas: Audience Development and Advocacy, Arts in Education, Organizational Development, and Community and Arts Partnerships.

### **Audience Development and Advocacy**

The arts community in Boulder needs to look toward a comprehensive, collaborative marketing and advocacy plan that can be consistently implemented over time. Audience development efforts must address resident audiences as a top priority, along with regional and national audiences. Boulder arts and cultural organizations should seek to utilize and draw from contemporary approaches to marketing as customer-driven, client-focused, donor-centered, and participant and user-oriented. The measure of success is value received, as perceived by those involved in the transaction. In both marketing and advocacy, arts partnership and collaboration with the business community and civic leadership is critical.

### **Arts in Education**

The Boulder Cultural Plan calls for attention to lifelong learning through and in the arts for young people and adults. The arts are an important tool for nurturing creativity, building critical thinking skills, developing intellectual capacity, and sensory functioning upon which almost all behavior and skills are based. The plan supports the concept that the arts can nurture creative problem-solving and cross-cultural understanding.

National accords and policies support making the arts basic to education, which is premised on the concepts that the arts are included as part of the core or central curriculum and that they are an active and vital resource to general education.

Lifelong learning in the arts is equally important as arts in education pre-K through 12. Advancing lifelong learning in the arts requires partnerships between cultural resource providers and the community to provide participatory experiences and access to all residents of all ages.

### **Organizational Development**

Several needs must be addressed by and for the arts community to build its strength. Resources are needed to advance the arts community, ranging from a resource center to networks, training, idea sharing, and adequate performing, classroom, rehearsal, studio and exhibition venues. Artists and arts organizations must stay actively involved in the Cultural Plan implementation, and participate in Boulder community issues and activities as residents. To avoid duplication of effort, we must share future cultural development efficiently.

**Community and Arts Partnerships**

This plan stresses the need for efficient and effective mechanisms to build strength within the arts community, while at the same time maximizing the arts partnerships with business, government and residents. Toward this end, a coordinated approach to annual fundraising - a method that streamlines fundraising for the arts and strengthens the relationship between business and the arts - is a high priority. So, too, is an increased role for the arts in community design and aesthetic development.

A unified voice from the arts community is critical in advancing all components of the plan, including funding. By speaking with a single voice, the arts community will gain greater public support.

## 16. Facilities & Asset Management Master Plan

The [FAM Master Plan](#) was adopted in July 2005 and incorporates the applicable goals and policies of the BVCP. The plan reinforces the need for high quality design in municipal projects. It also addresses environmental sustainability goals on all levels including: proper waste management to prevent overloading the environment, selection of replaceable materials, installation of energy efficient equipment, maximizing renewable energy sources and other efforts beneficial to the environment. The plan includes performance measures and standards that will be used to assess progress toward delivering services and meeting the FAM goals and objectives.

There are a total of 117 General Fund facilities management by FAM as compared to 372 facilities citywide. Other organizations responsible for city facilities include: Public Works/Utilities, Public Works/Transportation, Downtown and University Hill Management District, Open Space/Mountain Parks, and Housing & Human Services. General Fund facilities measure approximately 682,000 gross square feet (SF) as compared to 2.6 million SF citywide.

The major goals and objectives of this master plan are to:

### 2014 Goals

- Properly manage existing facilities assigned to FAM by using the established Facility Management System.
- Serve as a model for other departments in the management of facilities not assigned to FAM.
- Assign responsibility and provide planning for the maintenance and renovation of parking lots, driveways, walkways, plazas, outdoor lighting and other land improvements that directly support municipal facilities.
- Promote the efficient and effective use of existing space.
- Implement environmental sustainability and energy-saving improvements to support council goals and initiatives.
- Coordinate with other departments whenever facilities are approved by City Council for construction or remodeling.
- Implement programs and policies to efficiently operate facilities.
- Provide funding options and recommendations for the eventual replacement of buildings.

### 2014 Objectives

- Maintain the maintenance backlog at less than \$4 million.
- Responsively address ongoing maintenance and repair needs.
- Maintain facilities in a safe condition and in compliance with applicable codes and regulations.
- Provide for the inspection and periodic renovation of buildings and major building components when they reach the end of their expected service life.
- Properly prioritize facility maintenance, renovation and replacement needs to best utilize available resources.
- Provide appropriate custodial care to clean and sanitize facilities.

The FAM Master Plan can be found at:

[www.ci.boulder.co.us/publicworks/depts/disfam/html/masterplan/cover.htm](http://www.ci.boulder.co.us/publicworks/depts/disfam/html/masterplan/cover.htm)

## **17. Historic Preservation Program Summary**

### **Background Information**

#### **Boulder History**

Prior to Anglo-American settlement in the area, the scenic land around the mouth of Boulder Canyon was the seasonal campground of native American members of the Arapaho tribe. With the discovery of gold in the area in 1859, Boulder was established as a supply town. In 1861 the city was named the county seat and home of the University of Colorado, due to strategic efforts led by local leaders. The early community included sawmills, flourmills, blacksmiths, general stores, a brickyard, livery stables, wagon/transfer businesses, breweries, ore extraction and smelters.

A number of residential neighborhoods were developed beginning in the 1870s, ringing the central downtown in order to provide housing for the town's burgeoning population. Many excellent examples of architecture from the turn-of-the-twentieth century survives in these neighborhoods, in part, as a result of the city's 1974 adoption of a historic preservation ordinance.

#### **The Historic Preservation Code**

In the early 1970s, reacting to the demolition of a number of important buildings, concerned Boulder citizens initiated a grassroots effort to protect the city's historic resources. The resulting Boulder Historic Preservation Ordinance was the first such document in Colorado with the authority to designate and protect historical, architectural, or cultural resources considered valuable to the community as a whole.

The purpose of this code is to protect, enhance, and perpetuate buildings, sites, and areas of the city reminiscent of past eras, events, and persons important in local, state or national history or to provide significant examples of architectural styles of the past. In addition, the purpose of the code is to develop and maintain appropriate settings and environments for such buildings, sites and areas to enhance property values, stabilize neighborhoods, promote tourist trade and interest, and foster knowledge of the city's living heritage.

The code established the Landmarks Preservation Advisory Board charged with the responsibility of carrying out the provisions and goals of the code. The code has four areas of focus:

1. designation of landmarks and historic districts;
2. review and approval authority of proposed alterations to these buildings and to new construction or proposed demolition in these areas;
3. listing of meritorious structures or sites that have not been landmarked in order to recognize and encourage their protection, enhancement and use; and
4. review of applications for demolition or moving of non-landmarked buildings over fifty years old to prevent the loss of buildings that may have historical or architectural significance and to provide the time necessary to initiate designation or to consider alternatives for the building.

## **Program Areas**

### **Designated Landmarks and Districts**

Over 130 buildings and sites scattered throughout the city have been designated as individual landmarks.

In addition, there are eight designated historic districts:

- Floral Park (established 1977)
- Chautauqua Park (established 1978)
- Mapleton Hill (established 1984)
- West Pearl (established 1994)
- Chamberlain (established 1995)
- Downtown (established 1999)
- Grandview Terrace (established 2000)
- Hillside (established 2001), Highland Lawn (2005)

For more information on historic designation, visit:

<http://www.ci.boulder.co.us/buildingsservices/historicpres/districts.html>

### **Review of Changes to Historic Buildings and Sites**

Exterior changes to designated landmarks and properties located in designated districts must meet the purposes and standards outlined in the historic preservation code and adopted design guidelines. To make the review process as quick and effective as possible, a Design Review Committee of the Landmarks Preservation Advisory Board meets weekly to review requests. The Landmarks Board has prepared General Design Guidelines for review of individually landmarked structures and structures in historic districts. It has adopted more specific design guidelines for a number of the city's Historic Districts.

### **Historic Preservation Incentives**

As a way to encourage landmark designation of the city's eligible historic resources, the city offers a variety of incentives, including a city sales tax waiver on construction materials, waivers from certain provisions of the Uniform Building Code; Colorado State Income Tax Credits for building rehabilitation, exceptions from certain provisions of the city's Land Use Regulations, and dedication of a bronze plaque for landmarked buildings.

### **Boulder Survey of Historic Places: Potential Landmarks and Districts**

Since 1977, the Landmarks Board has sponsored historical surveys of the city to determine the location of individually significant resources and eligible historic districts. All buildings in the city constructed prior to 1947 have been inventoried. A map illustrating the city's eligible districts can be found on page \_\_\_. The Landmarks Board will continue to identify eligible historic districts.

Historical surveys conducted by the city's Open Space Department and Parks and Recreation Departments have begun to identify historic resources, archaeological sites, and significant features of the landscape such as ditches on city owned properties in the city and in the county.

**Historic Context**

In 1989, the city established a historic context for the Boulder Valley to help direct federal, state, and local historic preservation efforts. The historic context is used by the city to evaluate identified resources and to set priorities for future preservation planning work. The historic context inform the city about the kinds of property types associated with specific historic themes in Boulder, providing a framework for the proper identification, registration, evaluation, and treatment of historic properties. A complete listing of context projects is available at the city of Boulder Planning Department.

**Structures of Merit**

The Landmarks Board has approved a list of over sixty structures that are not currently landmarked but have historical, architectural or aesthetic merit. The purpose of the recognition is to encourage protection, enhancement and continued use of the structure.

**Future Programs**

As the Historic Preservation Program develops, efforts will continue to integrate historic preservation goals with other goals of the comprehensive plan. Among the highest priority efforts, the Landmarks Board has identified the following focuses for the coming years.

1. Work with property owners, residents, and historic preservation organizations to pursue landmark designation of eligible sites and districts.
2. Continue/expand historic preservation education and outreach with the public through continued cooperation and coordination with other preservation groups.
3. Continue the Boulder Survey of Historic Places.
4. Continue the Historic Context Project.
5. Develop a framework for designation and protection of archaeological resources and landscape features such as ditches.

More information on Boulder's Historic Preservation Program is available online at:  
<http://www.ci.boulder.co.us/buildingservices/historicpres/index.htm>

## 18. Economic Vitality Program Summary

The city of Boulder established its Economic Vitality Program in 2003. The mission of the Economic Vitality Program is to support an economic environment of partnership, collaboration, innovation and opportunity with the private sector to achieve a vibrant and healthy local economy. Boulder is following a sustainable path to economic development, adopting strategies to improve the business climate for both retail and primary businesses, while enhancing community character and preserving environmental quality. Economic Vitality responsibilities include general business development (retention, expansion and attraction), redevelopment, and efforts focused on the downtown and University Hill commercial areas.

Boulder's efforts are guided by the Economic Vitality Advisory Board (EVAB), a panel of about fifty leaders drawn from the city's businesses, community organizations, schools and universities, and research institutions. The EVAB is a "think tank" offering insight and advice on Economic Vitality programs and policies. Several EVAB task forces provide more direct guidance for policy or industry-specific initiatives.

City staff work in close partnership with the Chamber of Commerce, Boulder Economic Council, Boulder Tomorrow, Downtown Boulder, Inc., and the Convention and Visitors Bureau to jointly work toward achieving common goals.

The Economic Vitality Work Plan, approved in 2005, includes strategies and actions to further the city's Economic Vitality policy and is based on partnering with other organizations that provide economic development services to the Boulder community. The key strategies in the work plan include:

1. Business Retention and Expansion – engage in an active program to visit businesses in the city to proactively identify issues and work to resolve them.
2. Cluster Initiatives – Focus on industry clusters to foster business growth and improve competitiveness. Industry clusters are groups of businesses that have similar technologies, products or markets.
3. Business Assistance – Provide assistance to encourage the retention, expansion, and attraction of businesses valued by the community. This may include incentives as well as potential revisions to city processes and regulations.
4. Redevelopment and Real Estate – Work with private developers to help facilitate their redevelopment projects.
5. Business Incubation – The Boulder Innovation Center (BIC), incorporated in January 2005, is a new local incubator to assist start-up and small businesses in sectors targeted by the city and its partners.
6. Retail Strategy – Development of a retail strategy to attract appropriate retail uses to the city.

## 19. Boulder Valley Comprehensive Plan Trails Map

The Boulder Valley Comprehensive Plan (BVCP) Trails Map is a comprehensive guide for existing and proposed trails and trail connections for the entire Boulder Valley. It shows proposed trails that have been planned through departmental master planning or area planning processes as well as trail connections that are important links in the Boulder Valley and regional trails systems.

A color version of the trails map can be found at: [add Web site](#)

Trails planning in the Boulder Valley involves balancing environmental, community and mobility goals as well as resolving or mitigating trail impacts. The following BVCP policies guide trails planning:

2.27 Boulder Creek and its Tributaries as Important Urban Design Features

2.29 Trail Corridors / Linkages

3.13 Trail Functions and Locations

3.14 Trails Network

4.04 Assessment of Environmental Impacts.

The BVCP Trails Map show existing and proposed trails in the Boulder Valley that are or will be administered by the city of Boulder Parks and Recreation Department, Open Space and Mountain Parks Department, Transportation Division, the Greenways Program and/or Boulder County Parks and Open Space and Transportation Departments. This map is used by the city, the county, Boulder Valley citizens and other concerned parties to understand, maintain and advance the network of trails that the city, the county, and other public agencies now provide and hope to provide in the future and should be used as a system planning tool.

Individual departments develop specific policies and management programs to fulfill their unique missions. These departmental missions sometimes result in different, even conflicting, policies or recommendations for new trails. Each department generates more detailed maps to meet their own needs and those of trails users. Other maps (such as those in departmental master plans or specific area plans) are used to show complete systems.

The Trails Map includes designated unpaved off-street paths, paved off-street paths, multi-use paths that are paved and separated from but parallel to a road, and short, paved off-street paths that connect to a larger trail or bike network and are part of an adopted pedestrian or bike system plan. It does not include sidewalks, on-street bike lanes or bike routes, paved road shoulders or low volume streets serving as bike lanes, routes, or internal walkways.

Trails planning and implementation occur at several steps that get progressively more detailed. The first step is to identify a need or desire for a trail or trail connection, a step that usually occurs as part of departmental master plans. The idea for a new trail or trail connection may originate with the public, staff, or decision-making bodies during master planning (or they may originate independently during BVCP updates).

In the second step, a conceptual alignment or a more specific alignment for a proposed trail will be identified and considered for inclusion in various plans. Proposals generated by individual

departments will be coordinated with other affected departments prior to consideration for inclusion in departmental master plans. If adopted in the master plan, the trail will be proposed for inclusion in the Boulder Valley Comprehensive Plan and in the Boulder County Comprehensive Plan if applicable.

In the third step, a specific trail project adopted in relevant plans will be included in a department's six-year Capital Improvement Program (CIP) and will work itself up in priority for funding in the current year's budget. Some trails projects will require review and approval through the Community and Environmental Assessment Process (CEAP). These projects are identified during the annual CIP and budget approval process. After the project is approved for funding in the annual budget, the project planning and design phase begins. During this phase of trails planning, conceptual alternatives are developed and a CEAP is conducted if required. Once the CEAP is reviewed and approved by the departmental advisory board, the project is ready for more detailed design and engineering. At this step, specific decisions are made on how to design and engineer the trail, how to deal with implementation problems or opportunities, and how to address any concerns that the land owners, community, or neighborhood may have with the specific trail design and alignment. Various forms of public involvement occur at each of these three steps.

The fourth and final step is actual construction of the trail project.

To the extent that issues of opportunity, feasibility, or acceptability need to be dealt with at each of these steps, these issues will be addressed by the relevant departments or public entities. Issues may include such factors as: different departmental goals, potential benefits and costs, physical constraints like topography and human-made barriers, land ownership, absence/presence analysis for threatened and endangered species, source water protection, potential impacts on the environment; and potential impacts on surrounding land uses. As proposals for trails move forward in the trails planning and implementation process, any unresolved issues from a previous step in the process or new issues that arise will be carried forward and resolved at the appropriate level of decision-making.

Two kinds of trail designations are included on the BVCP Trail Map--conceptual trail alignments and proposed trails. The primary difference relates to the degree that the trail has been studied and whether or not a specific trail alignment has been worked out. Specific definitions include:

### **Conceptual Trail Alignments**

These trails are represented by bubbles or circles on the BVCP Trails Map. These bubbles show the need or desire for the trail located in a conceptual trail corridor. The specific alignment has not yet been selected, often because there are still issues that need to be resolved. These issues may involve the need for further study or public process and usually require resolution of environmental, ownership, neighborhood, or other concerns. However, the concept for the trail is supported by the signatories of the BVCP.

### **Proposed Trails**

These trails are represented by solid lines on the BVCP Trails Map. These lines show the trail need or desire, but they also show a more definite trail alignment accepted by the public entities involved. There may still be issues to be worked out at the project planning step, but the trail alignment is more certain.

The Bicycle Trails Map shows specific information on existing bike facilities including: contra-flow bike lanes, designated bike routes, streets with bike lanes, multi-use paths, roads with paved shoulders, and soft surface paths. The map also shows primary and secondary bike corridors. Specific new improvements are not shown on this map but are shown on the bicycle master plan.

### **Process for changes to the BVCP Trails Map**

At each annual or major update to the BVCP, an interdepartmental staff group will assess the need to update the BVCP Trails Map. If changes are warranted, staff will analyze the map and compile a list of recommended changes to be included in the comprehensive plan update process. Changes to the map may occur when there has been new information or changed circumstances regarding a proposed trail or when an alternatives analysis and public process have occurred at the master planning or area planning level and new trails plans have been adopted. Minor changes can be incorporated into the BVCP Trails Map at any time without board adoption. These minor map changes are limited to changes in factual information, which include map corrections and changes in designation from proposed to existing trails (i.e., built). These minor map changes will be identified for the boards at the BVCP annual update process.

Any member of the public may propose changes to the BVCP Trails Map at an annual or major update to the Boulder Valley Comprehensive Plan. These requests should be made in the application process established for the update. Staff will analyze these proposals and a recommendation will be presented to the four adopting bodies along with other applications. Changes to the Trails Map will be forwarded to the following advisory boards for review and comment: Open Space and Mountain Parks Board of Trustees, Greenways Advisory Committee, Transportation Advisory Board, Parks and Recreation Advisory Board, and the County Parks and Open Space Advisory Committee. Changes to the Trails Map may also be forwarded to other advisory boards depending on issues associated with a trail proposal. Recommendations and comments will be forwarded to the adopting bodies. Changes to the Trails Map must be adopted by the city Planning Board, City Council, the County Planning Commission, and the County Commissioners.

All recommendations for changes to the BVCP Trails Map will be evaluated by each of the departments involved. Agreement by affected departments on the suitability of the trail and trail alignment will be sought as part of the interdepartmental review process. If there are unresolved issues among departments in their recommendation on a specific change to the BVCP Trails Map, then the interdepartmental staff group will recommend that consideration of the specific BVCP Trails Map change be deferred until an effort is made to resolve specific issues. In this case, the interdepartmental staff group will recommend that the proposed BVCP Trails Map change be added to the BVCP Action Plan for further study and alternatives assessment. The Planning Department will facilitate the interdepartmental effort to resolve outstanding issues and develop a joint recommendation, if possible, for further board consideration.

The Trails Map was last adopted in 2005.

## C. Referral Process

*As part of the cooperative planning process, the city of Boulder and Boulder County have established the following referral process for certain types of land use and public improvements activity within the Boulder Valley. A referral is a written communication from the Planning Department of either the city or the county to the Planning Department of either the county or the city, respectively, in which there is contained either a request for or a response to a request for review and comment on the above-described matters relevant to the comprehensive plan.*

1. For proposed new urban development in Area II as defined in Policy 1.24, and for proposed over-intensive rural development in Area III as defined in Policy 1.25, the Boulder County Land Use Department will submit a referral to the city of Boulder Planning Department for review and comment.
2. For uses by right under the Boulder County Land Use Code, no referral to the city of Boulder Planning Department will be required unless the proposed use borders the city limits or city open space.
3. For proposed rezonings, annexations, capital improvements located adjacent to county lands, and master plans or area plans that include county lands, the city Planning Department will submit a referral to the Boulder County Land Use Department for review and comment.

The following guidelines will apply to the referral process:

1. The referral process will be a communication procedure whereby referral requests are mandatory and referral responses are optional.
2. Responses to all referrals will be based upon the comprehensive plan, including all applicable policies, maps, and implementation documents, and applicable codes, agreements, ordinances, and resolutions of the respective jurisdictions.
3. All referral requests and responses of departments of the city and the county will be received, reviewed and communicated through the respective planning departments, with the understanding that referral responses may be reviewed by the Planning Board or Planning Commission and/or the City Council or Board of County Commissioners at the referee's discretion.
4. Complete referral responses will be made promptly. The referrer will consider all referral responses or the fact that there have been no responses before proceeding with the activity proposed.
5. The city will not grant or deny applications for out-of-city water and sewer permits for development activities in Area II unless it has first received a referral response from the county.

## **D. Urban Service Criteria and Standards**

### **1. Purposes of Urban Service Standards**

The urban service standards set the benchmark for providing a full range of urban services in the Boulder Valley. A basic premise of the comprehensive plan is that "adequate urban facilities and services" are a prerequisite for new urban development and that, within the Boulder Valley, the city of Boulder is the provider of choice for urban services since it can meet all the service provision requirements embodied in the urban service criteria and standards.

These standards are intended to be minimum requirements or thresholds for facilities and services that must be delivered to existing or new urban development to be considered adequate. These adequacy standards allow the county to determine if an urban level of services is met prior to approving new urban development in the unincorporated area, and they provide the city a basis for linking the phasing of growth to the planned provision of a full range of urban services in Area IIB/IIA, annexation, and capital improvement decisions.

The urban service standards for defining adequacy of urban services are included in this section of the comprehensive plan. They provide a tool for implementing Policy 3.02 in the Facilities and Services section of the comprehensive plan. Adequacy standards are included for those urban services that are required for urban expansion in Area II. These include: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation, and developed urban parks.

## **2. Urban Service Criteria**

Five criteria are to be used in the determination of the adequacy of proposed or existing urban facilities and services consistent with Policy 3.02. The urban service standards are written within the framework of these criteria. They include:

### **a. Responsiveness to Public Objectives**

It is desirable and necessary that all urban service systems be coordinated and integrated with other service systems; evaluated periodically for need, efficiency and cost effectiveness; and studied for possible duplication of other service systems so as to be responsive to local public objectives and general public need as determined by the governing body.

As public funds and resources are limited, primary emphasis must be given to an effective allocation system that, to the greatest extent possible, effects a consistency of legislative intent; public policy; urban service programs funding; a periodic assessment of the type, quantity and quality of various urban services; realistic estimates of revenue sources and future income; maximization of the availability of outside funding sources (state, federal, etc.); and consistency of the long-range program direction in accordance with a capital improvements plan. It has been determined that the municipal budget of the city of Boulder is such an allocation system.

### **b. Sufficiency and Dependability of Financing**

Financing for each urban service program must be based, to the greatest extent possible, on predictable annual revenues that are broad enough to support initial improvements, maintenance, and extensions of facilities and services in relation to, at least, minimum program requirements and unexpected contingencies. Where financing is tied solely to users' fees, serious problems may result if and when the demand for such programs may diminish. At the same time, programs relying heavily on real property revenues or state and federal supplemental funding could be severely restricted if such sources of financing fall short of initial predictions. While no guarantees can be given, financing from a variety of potential sources and spread over a broad base, including sufficient latitude so that funding can be adjusted in the future as changing conditions occur, should be preferred over single-source revenue programs.

### **c. Operational Effectiveness**

Each urban service program may have distinct operational needs and a wide array of operational activities might be considered. The end result is whether or not a given public program is able to function in a direct, efficient manner. As an example, a volunteer fire department, depending upon personnel employed in other endeavors and scattered throughout the area of service, may not respond as quickly and effectively as firefighting personnel located where the fire suppression equipment is stored. Also, a small sewage treatment plant receiving only limited flows might not be adequately financed to permit proper and continuous monitoring and management.

Measures of operational effectiveness include current and long range project forecasting, coordination with other urban service programs, maximization of economies of scale in urban service provision, and the incorporation of operational processes and organizational methods that have proven effective in similar situations.

#### d. Proficiency of Personnel

Conditions and factors that may affect the competency of personnel include the following: 1) education and experience of personnel in meeting job demands; 2) interest and willingness of personnel to implement programs; 3) on-the-job training opportunities; 4) working conditions and fringe benefits related to employees' effectiveness; 5) the ability of the urban service agency to pay salaries commensurate with personnel requirements; and 6) the effectiveness of recruitment programs.

As with other criteria, extremes may be involved, but in general, the measure of whether or not urban services are being provided must in part be determined by the skills of individuals carrying out such programs. For each job a comparison should be made of qualifications of the individual employed or to be employed, against personnel standards established by generally recognized public or technical agencies for similar positions.

#### e. Adequacy of Equipment and Facilities

This factor may be more easily measured than any other since "generally accepted standards" are involved. As an example, as residences are located in closer proximity to each other, interest in developing neighborhood parks will normally increase. As evidenced by recreation programs desired by similar population groupings, certain standards for park areas, spaces and facilities may be predicted. In a similar manner, most of the other public services and facilities described in this study have minimum locational space, equipment and building needs related to given population groupings.

### 3. Urban Service Standards

The remainder of this section contains standards for necessary urban services, according to the five primary criteria outlined above. The required urban services and facilities are as follows: public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation, and developed urban parks. Each of the preceding seven services (together with schools) are considered necessary for service to residential areas; the first six are required to serve industrial and commercial areas.

#### a. Public Water

##### (1) Responsiveness to Public Objectives

- (a) Provide a sufficient degree of reliability for raw water, treated water, and an efficient transmission/distribution system capacity to meet the demands of the population 24 hours per day.
- (b) Provide full-time personnel 24 hours per day at the water treatment plant to assure water quality, monitor equipment and make emergency repairs.
- (c) Have personnel on call 24 hours per day for water service emergencies.

##### (2) Sufficiency of Financing

- (a) Have revenue sources that are guaranteed so that revenues are available for water related materials, capital improvement projects, equipment, facilities and personnel.
- (b) Use Plant Investment Fees as possible revenue for water rights acquisition, raw/treated water storage, treatment plant improvements/expansions and construction of water mains.
- (c) Be organized to request and receive state, federal, and Northern Colorado Water Conservancy District funds, when available, for equipment, facilities and projects.
- (d) Have the ability to obtain financing through the use of revenue bonds.

##### (3) Operational Effectiveness

- (a) Use annual budget for personnel, equipment, projects, facilities and materials.
- (b) Meet standard specifications as exemplified by the American Water Works Association.
- (c) Meet or surpass acceptable levels of federal and state water quality standards.
- (d) City of Boulder Design and Construction Standards should be used for standards for water main design for the Boulder Valley.

##### (4) Proficiency of Personnel

- (a) All water treatment plants will be staffed by personnel who have obtained the appropriate Water Operator Certification.
- (b) All water maintenance crews will be staffed by personnel who have obtained the appropriate Water Distribution System Certification.

##### (5) Location and Adequacy of Equipment and Facilities

- (a) Have capacity to deliver sufficient treated water to maximum day demand conditions.
- (b) Have existing treatment plant capacity with planned expansion that will be capable of serving projected population of the Service Area.
- (c) Plan and provide treatment capability to meet required water quality standards.
- (d) On the divided highways, place hydrants on each side of highway.
- (e) In single family residential areas, fire hydrant spacing shall be no greater than 500 feet. No dwelling unit shall be over 250 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.

- (f) In multiple family, industrial, business or commercial areas, fire hydrant spacing shall not be greater than 350 feet. No exterior portion of any building shall be over 175 feet of fire department access distance from the nearest hydrant measured along public or private roadways or fire lanes that are accessible and would be traveled by motorized fire fighting equipment.
- (g) Provide essential equipment and vehicles for water maintenance activities and emergency use.

## **b. Public Sewer**

### **(1) Responsiveness to Public Objectives**

- (a) Provide full-time personnel 24 hours per day at the wastewater treatment plant to assure treatment quality, monitor equipment, and make emergency repairs on equipment and facilities.
- (b) Have personnel on call 24 hours per day for sanitary sewer service emergencies.

### **(2) Sufficiency of Financing**

- (a) Have revenue sources that are guaranteed so that revenues are available for wastewater-related materials, projects, equipment, facilities, and personnel.
- (b) Use Plant Investment Fees as possible revenue for construction of sanitary sewer mains and wastewater treatment plant improvement or expansion.
- (c) Be organized to request and receive state and federal funds, when available, for equipment and facilities.
- (d) Have capability to finance through the use of revenue bonds.

### **(3) Operational Effectiveness**

- (a) Use annual budget for personnel, equipment, projects, facilities, and materials.
- (b) Meet standard specifications as exemplified by standards of the Water Environment Federation.
- (c) Meet standards established by the Colorado Water Quality Commission and enforced by the Colorado Department of Health and the Environmental Protection Agency and as set forth in the National Pollutant Discharge Elimination System Permit.
- (d) City of Boulder Design and Construction Standards should be used for standards for sanitary sewer design for the Boulder Valley.
- (e) Require all new urban development to connect to the central sewer system.

### **(4) Proficiency of Personnel**

- (a) All wastewater treatment plants will be staffed by personnel who have obtained the appropriate Wastewater Operator Certification.
- (b) All wastewater maintenance crews will be staffed by personnel who have obtained the appropriate Wastewater Collection System Certification.
- (c) Provide a variety of equipment and vehicles for wastewater maintenance activities and emergency use.

### **(5) Location and Adequacy of Equipment and Facilities**

- (a) Have treatment plant capacity with planned expansion capable of serving projected population of the service area.
- (b) Design central collection system for present and future growth.
- (c) Provide easily accessible repair equipment and replacement equipment for emergency use.

### c. Stormwater and Flood Management

#### (1) Responsiveness to Public Objectives

- (a) Have personnel on call 24 hours per day for stormwater and flood emergencies.

#### (2) Sufficiency of Financing

- (a) Have revenue sources that are guaranteed so that revenues are available for stormwater and flood management related projects, materials, equipment, facilities, and personnel.
- (b) Be organized to request and receive Urban Drainage and Flood Control District, state and federal funds, if available, for projects, facilities and equipment.

#### (3) Operational Effectiveness

- (a) Use annual budget for personnel, equipment, projects, facilities and materials.
- (b) Meet standards as exemplified by the Urban Drainage and Flood Control District.
- (c) Adopt regulations consistent with the Federal Emergency Management Agency.
- (d) The following are standards for stormwater and flood management criteria for new urban development within the Boulder Valley:
  - (i) Runoff analysis will be based upon proposed land use and will take into consideration all contributing runoff from areas outside the study area.
  - (ii) Storm runoff will be determined by the Rational Method or the Colorado Urban Hydrograph Procedure.
  - (iii) All local collection systems will ~~shall~~ be designed to transport the following storm frequency:
    - \* Single Family Residential - two (2) year storm
    - \* All other area - five (5) year storm
  - (iv) The major drainageway system will be designed to transport the 100 year event or a modified standard in an approved plan.
  - (v) Storm runoff quantity greater than the "historical" amount will not be discharged into irrigation ditches without the approval of the flood regulatory authority or the appropriate irrigation ditch company.
  - (vi) The type of pipe to be installed will be determined by the flood regulatory authority and will be based upon flows, site conditions and maintenance requirements.
  - (vii) All new urban development in the Boulder Service Area, which will be annexed, will be required to meet the intent of the adopted city of Boulder flood plain regulations.
  - (viii) Erosion and sedimentation control will be exercised.
  - (ix) Detention storage requirements will be reviewed by the flood regulatory authority.

#### (4) Proficiency of Personnel

- (a) All flood control maintenance crews will be staffed by personnel trained and capable of operating the equipment necessary to maintain the stormwater and flood management system.

#### (5) Location and Adequacy of Equipment and Facilities

- (a) Provide essential equipment and vehicles for stormwater and flood management maintenance activities.

#### d. Urban Fire Protection and Emergency Medical Care

##### (1) Responsiveness to Public Objectives

- (a) Provide fire protection 24 hours per day with full-time, trained personnel.
- (b) Have response time to location of emergency that is normally six minutes or less in elapsed time from the time the call is received by the communication center until the arrival of the first fire fighting apparatus. Command vehicles will not be considered fire fighting apparatus for this purpose. If non-residential land is annexed outside the six minute response limit but within eight minutes, structures must be protected by a fire sprinkler system as provided in Boulder Revised Code, Title 10, Chapter 8 in effect at the time of the annexation.
- (c) Have the ability to respond with a minimum of three firefighters per pumper.
- (d) Respond with firefighters trained in emergency medical assistance and rescue techniques. The standard for Basic Life Support (BLS) response will be: 1) Ninety percent of BLS calls will be responded to within six minutes; and 2) All BLS calls will be responded to within eight minutes; and 3) Respond with Advanced Life Support (ALS) to all calls within eight minutes.

##### (2) Sufficiency of Financing

- (a) Have funds available to provide a consistent level of fire protection.
- (b) Be organized to request and receive state and federal funds, when available, for equipment and facilities.

##### (3) Operational Effectiveness

- (a) Use annual budget for personnel, equipment and facilities.
- (b) See Public Water 3-d, i & ii.
- (c) Adopt, administer and enforce fire prevention and life safety codes.
- (d) Inspect building plans to ensure they meet applicable fire prevention and life safety codes.
- (e) Inspect commercial and industrial structures approximately once a year.
- (f) Upon request, provide a voluntary home inspection program for potential fire hazards.
- (g) Maintain an inventory of industrial hazardous material storage.
- (h) Review the design of land development in relation to provision of fire protection.

##### (4) Location and Adequacy of Equipment and Facilities

- (a) Locate fire stations so that they are within a six-minute response time.
- (b) See Public Water, Section 5 d, 5 e, 5 f.

#### e. Urban Police Protection

##### (1) Responsiveness to Public Objectives

- (a) Provide police protection, enforcement and investigative services 24 hours a day.
- (b) Provide a comprehensive mix of patrol, investigative, community collaboration, problem solving, and support services to meet community needs for proactive and responsive police services and to maintain effective service levels.
- (c) Provide response to the scene of any potentially life-threatening police emergency normally within four and a half minutes from the time the call for assistance is received by the Communications center (however, the range for that average within the established city shall not exceed six minutes).

- (2) Sufficiency of Financing
  - (a) Plan and budget to meet community needs for police services and maintain levels of service.
  - (b) Request and utilize state and federal funds, when available, to meet special needs or newly emerging concerns.
- (3) Operational Effectiveness
  - (a) Manage expenditures to accomplish budgeted goals and operate within budgetary constraints.
  - (b) Enforcement of vehicular and pedestrian traffic laws.
  - (c) Provide routine patrol to residential, business and industrial areas.
  - (d) Maintain complete and accurate records of crimes, accidents, summonses and arrests to ensure issuance of reliable reports, as required by the appropriate government agency and the Federal Bureau of Investigation.
- (4) Location and Adequacy of Equipment and Facilities
  - (a) Ensure the availability and maintenance of police equipment, particularly that affecting officer safety.
  - (b) Locate patrol districts so that they are within an average four and a half minute emergency response time 24 hours per day.

#### f. Multimodal Transportation

- (1) Responsiveness to Public Objectives
 

Implement the goals and objectives of the Transportation Master Plan through the following:

  - (a) Develop a complete and connected street system of local, connector and arterial roads following the Transportation Standards of the city's Design and Construction Standards.
  - (b) Minimize the traffic impacts of development through the traffic or transportation studies required in the development review process as defined in the Boulder Revised Code.
  - (c) Develop the complete and connected bicycle, pedestrian and transit systems defined in the city's Transportation Master Plan.
- (2) Sufficiency of Financing
  - (a) Maintain the existing revenue sources that fund transportation activities and actively pursue new sources to support the investment program contained in the city's Transportation Master Plan.
- (3) Operational Effectiveness
  - (a) Maintain and operate the transportation system to maximize the efficiency of all modes of travel and for long term sustainability following the investment priorities of the city's Transportation Master Plan.
- (4) Location and Adequacy of Equipment and Facilities
  - (a) New development and redevelopment projects will dedicate Rights of Way (ROW) and provide transportation facilities as required through the development review process contained in the Boulder Revised Code.

g. Developed Urban Parks (these standards will be updated with the Parks and Recreation Master Plan Update)

(1) Responsiveness to Public Objectives

- (a) Provide full and part-time personnel for design, construction, maintenance, operations, and programming of parks and recreation facilities and programs.
- (b) Have key personnel on call 24 hours per day for special service needs.

(2) Sufficiency of Financing

- (a) Pursue adequate funding, including state and federal sources, to ensure the timely implementation of the Parks and Recreation Master Plan.
- (b) Use special fees from new residential development to acquire and develop parks to serve these areas.
- (c) Prior to implementation of new programs or facility development, ensure adequate operations and maintenance funds are available.

(3) Operational Effectiveness

- (a) Manage the annual budget for efficient use of personnel, equipment and facilities.
- (b) Provide parks and recreation services by using appropriate equipment and trained personnel on a continuing basis.

(4) Location and Adequacy of Equipment and Facilities

- (a) Provide neighborhood parks of a minimum of five acres in size within one-half mile of the population to be served.
- (b) Provide community parks of a minimum of 50 acres in size within three and one-half miles of the population to be served.
- (c) Provide playground facilities for toddlers, pre-schoolers and school-age children up through age 12 within one-quarter to one-half mile of residents.
- (d) Provide other park and recreation facilities accessible to the public and in quantities sufficient to address public demand. Ensure availability of parks and recreation services to all economic segments of the community.
- (e) Schedule existing developed facilities for redevelopment as conditions and use dictate.